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ABSTRACT

This study of the importance of second language and international studies in Illinois in relation to the interests of the state covers the following topics: the importance of second language and international studies, characteristics of effective programs in second language and international studies, the status of those studies in Illinois, and implications of the study for State Board of Education policy. Information was drawn from the progress of a statewide five-year plan, a citizens' panel report, and syllabus and curriculum reports from Illinois schools. It was found that Illinois schools provide little opportunity for initiating study or encouraging continuation of a second language, and that a significant discrepancy exists between the need for second language proficiencies and the number of persons developing them. It is concluded that Illinois must take stronger action to provide language programs to develop usable proficiency from elementary through secondary grades, guarantee access to those programs for all students, increase second language enrollments, expand the range of languages offered, develop the international dimension of education, develop the existing skills and increase the supply of second language teachers, and improve the quality and effectiveness of instructional models and materials. Appended are a list of references and background papers, a copy of the American Council on the Teaching of Foreign Languages proficiency guidelines, remarks of Illinois Lieutenant Governor George Ryan from the Congressional Record, and the Illinois State Board of Education Policy Statement on Foreign Languages and International Studies. (MSE)

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SECOND LANGUAGE AND INTERNATIONAL STUDIES:

POLICY STUDY AND RECOMMENDATIONS

ILLINOIS STATE BOARD OF EDUCATION

Walter W. Naumer, Jr., Chairman
State Board of Education

Ted Sanders
State Superintendent of Education

Springfield, Illinois

February, 1986

U.S. DEPARTMENT OF EDUCATION
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EXECUTIVE SUMMARY

This study is part of a continuing effort at state and national levels to identify and respond to needs in second language and international studies. The State Board of Education directed that this study be conducted after concluding that second language proficiency should not be included among the state-required learning outcomes but that it did warrant special study.

In conducting the study, staff used the reports of relevant state and national studies, a series of commissioned papers, a report on accomplishments made as a part of the Board's five-year Illinois Plan for Foreign Language and International Studies (1979-1985), the findings and recommendations of the Illinois Citizens Panel on Foreign Language and International Studies, and information regarding the second language course offerings and enrollments in Illinois schools. The study was designed to determine (1) the importance of second language and international studies in relation to the compelling interests of the state, (2) the characteristics of effective programs in second language and international studies, (3) the status of second language and international studies in Illinois, and (4) the implications of the current status of second language and international studies for State Board of Education policy.

During the recent past, it has become increasingly clear that second language and international studies have importance beyond their traditionally recognized benefits to individuals. As economic and political conditions have created worldwide interdependence among nations, second language proficiency and an understanding of the political and cultural context of other countries have been identified as essential to the economy and security of our state and nation. Testimony in Illinois and before the United States Congress has repeatedly stressed the present and growing gap which exists between capabilities and needs in language and international competencies.

Second language proficiency has also become increasingly important as a prerequisite for entrance to postsecondary education; for participation in university programs, such as business and agriculture, which are expanding their curricula to acknowledge the world economy; and for effective performance of many jobs, including those which do not require a college degree but which bring the individual into contact with an increasingly language-diverse population.

Finally, second language studies have been found to be of benefit to the learner in developing other areas, including verbal skills in English, other cognitive skills such as ability to abstract, and attitudinal traits such as flexibility.

These circumstances indicate that second language and international studies are important in relation to the interests of the state, as well as to the interests of the individual. This conclusion has been supported by a variety of public opinion polls and citizen commissions which have endorsed, and in many cases urged, the provision of elementary and secondary school programs appropriate to developing in students usable second language proficiency and an international perspective.

There have been important developments in the status of second language and international studies in Illinois schools during the past five years, particularly in the establishment of Language and International Studies High Schools. However, there is a significant discrepancy between what is known about the conditions underlying successful development of second language proficiencies and the character of programs available throughout most of Illinois.

Research indicates that usable second language proficiency is most effectively developed when the student begins second language study at an early age and continues that study in an uninterrupted sequence over a long period of time. Based on available data, Illinois elementary schools seldom provide opportunities for young students to begin the study of a second language or, in the case of language minority students, to continue the development of their native language. Second language programs at the junior high and secondary level are more frequently available than in elementary schools, but these programs are limited in the number of years of study and the range of languages which are provided. As a consequence, many Illinois students do not have access to second language programs which are of a duration which would assure the development of second language proficiency nor to a range of programs reflective of the languages which are significant to international activities.

The findings in this study also demonstrate a significant discrepancy between the need for second language proficiencies and the number of persons who are developing those capabilities. In 1981-82, 23% of Illinois high school students were enrolled in second language programs. The data indicate that only 12% of Illinois students extend their second language study past the second year.

It is the conclusion of this study that Illinois must take stronger action than it has in the past if it is to meet its compelling interests in relation to second language and international studies. Therefore, it is recommended that the State Board of Education take actions intended to:

(1) provide second language programs designed to develop a usable proficiency by beginning second language study in the early elementary years and continuing it in an uninterrupted sequence through high school;

(2) guarantee access to these programs for all students, including those whose native language is other than English;

(3) increase enrollments in second language programs;

(4) expand the range of languages offered;

(5) develop the international dimensions of education in relevant curricular areas;

(6) further develop the skills of present second language teachers and increase the supply of such teachers; and

(7) improve the quality and effectiveness of instructional models and materials for second language and other international studies.

SECOND LANGUAGE AND INTERNATIONAL STUDIES:
POLICY STUDY AND RECOMMENDATIONS

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INTRODUCTION

For practical as well as philosophical reasons, the status of second language and international studies is reevaluated from time to time. In 1979, the President's Commission on Foreign Language and International Studies, appointed by President Jimmy Carter, considered the status of these studies throughout the nation. At the same time, a similar group, the Illinois Task Force on Foreign Language and International Studies, was convened by the State Superintendent of Education. Both groups cited declining second language enrollments and course offerings at a time of increases in demand from business and government for persons with well-developed language skills and international sensitivities. Each group found the gap sufficiently critical that they made proposals for dramatically improving and expanding second language and international studies at the elementary, secondary, and postsecondary levels of education (President's Commission, 1979; Illinois State Board of Education, 1979).

In 1983, amid considerably increased public awareness about second language study and in the context of widespread concern about the purposes and results of schooling, attention again focused on the topic of second language and international studies. The National Commission on Excellence in Education (1983) recommended that second language study should be started in the elementary grades and that college-bound high school students should study at least two years of a second language. Comparable recommendations were made by a number of other national commissions and study groups, and the issue of second language studies was raised in state after state, including Illinois.

State Board of Education Directive

In April of 1983, the State Board of Education completed its study of instructional program mandates. In adopting a policy which identified six fundamental areas of learning, the Board concluded that second language proficiency should not be included among the state-required learning outcomes. However, the Board also concluded that the topic of second language studies was of sufficient importance to warrant special study. Thus, as one of the activities to be pursued in relation to the Board policy on instructional program mandates, the Board directed staff to conduct a policy study of Foreign Languages and International Studies. The specific language authorizing this study was as follows.

> Foreign Languages and International Studies - The purpose of this study would be to determine the further actions needed to improve and expand the teaching of language and international studies pursuant to the State Board policy statement of April 1980. The study should consider not only the contributions of language learning to the personal development of the student, but also to the needs of business, government, commerce, agriculture, and other segments of the economy in light of the growing international dependence of the state and the nation.

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The primary issues to be addressed by the study were whether or not second language* and international studies in Illinois adequately and effectively accommodate the state's interest in developing second language proficiencies and international understanding in its citizens, and if not, what further actions might be justified. Specifically, the study was to determine:

1. The importance of second language and international studies in relation to the compelling interests of the state;

2. The characteristics of effective programs in second language and international studies;

3. The status of second language and international studies in Illinois; and

4. The implications of the current status of second language and international studies for State Board of Education policy.

It was recognized at the outset of this study that cultural understanding is an essential element of second language study and that, in turn, second language study is one element of the larger field of international studies. While the study recommendations recognize that great attention must be given to both areas, the study itself, as well as this report, has focused primarily on the issue of second language studies.

Study Design and Methodology

In order to carry out the State Board directive, the State Superintendent of Education approved a study design which had the following components:

1. A series of background and research papers prepared by consultants (See Appendix A);

2. A staff review of state and local-level accomplishments in foreign language and international studies since 1979;

3. The establishment of a Citizens Panel to review the commissioned papers and the staff report and to make recommendations for further action to the State Superintendent of Education; and

4. A staff analysis and review of all the above aspects of the study and of pertinent research, events, attitudes, and other indicators that may suggest directions for future State Board actions.

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* For the purposes of this study, the term "second language" was used instead of "foreign language" in keeping with current usage in the profession and with the recent policy studies on this issue by other states and the Council of Chief State School Officers (1985). The term "foreign language" has been retained in the text in quotations, titles, and names.

The specific categories and sources of information considered during this study were as follows:

1. State statutes and regulations affecting second language and international studies in Illinois;

2. Information on Illinois college and university language admission requirements from the Illinois Board of Higher Education (1985);

3. Illinois statistics on public school enrollments and course offerings in second language courses in the 1981-82 school year from the Illinois Census of Secondary School Course Offerings (Illinois State Board of Education, 1984);

4. National statistics for the same school year from the National Center for Education Statistics (1984);

5. Information on elementary school foreign language programs from a structured telephone survey of curriculum directors in selected Illinois public elementary and unit districts, conducted by State Board of Education staff in December 1985;

6. Research on second language acquisition, reviewed in order to identify essential factors in achievement of usable language proficiency, such as beginning and duration of the instructional sequence;

7. Statistics on international trade, employment, and other Illinois economic data from the Illinois Department of Commerce and Community Affairs (1984); and

8. State and national public opinion from polls and surveys (Gallup, 1984; Chicago Panel on Public School Finances, 1985; Institute for Social Research, 1979).

A limitation in the data for this study was the lack of information on the status of second language programs in Illinois elementary schools. The statistics available from the State Board's census of course offerings reflect only the status of second language studies in public junior high schools and high schools; comparable statistical data on public elementary schools, kindergarten through grade six, are not available. The information on second language program offerings in Illinois public elementary schools presented in this report comes from a State Board telephone survey of selected public elementary and unit school districts.

Report Organization

This report provides a summary and analysis of the information acquired during the staff study of second language and international studies. Although it is organized around the four issues cited above, it will specifically:

1. Describe factors in state and national demand for second language proficiencies and international understanding;

2. Review research on second language learning;

3. Discuss the formulation of learning outcomes and the measurement of second language proficiencies;

4. Review past efforts of the state and the nation in second language and international studies;

5. Describe current State Board of Education policy on second language and international studies;

6. Examine levels of second language course offerings and enrollments in Illinois public schools; and

7. Make recommendations for second language and international studies in Illinois.

THE IMPORTANCE OF SECOND LANGUAGE AND INTERNATIONAL STUDIES

Until recently, the value of second language study was perceived by many as being limited to:

> . . . its contributions to the humanizing influence of a liberal education and the equipment of the college graduate with the ability to make direct contact with the culture and science of at least one foreign country and the people who live in it (Butler, 1948).

In the last few years, however, this view of second language study has been modified by a number of factors such as global interdependence and a world economy. Increasingly, there is an awareness of the role of cultural understanding and second language skills in attaining state, national, and international goals, as well as those of a personal nature.

This section of the report will describe the importance of second language and international skills and knowledge in relation to:

- state and national interests in commerce, diplomacy, defense, and information exchange;
- the state's interest in supporting achievement of the future goals of students, whether these goals are to pursue postsecondary education or to go directly into the workplace; and
- the state's interest in enhancement of learning in other areas.

It will also provide information about the public perception of the importance of second language and international studies.

International Activities

A. The World Economy

The economic interdependence of the United States and the rest of the world was summarized in a statement to the United States Congress by Senator Daniel Patrick Moynihan of New York, who said that "we depend more than ever on world markets to sustain our sales, profits, and jobs" (Congressional Record, 1985). Key statistics support Senator Moynihan's remarks. International trade now accounts for 25% of the gross national product. Forty percent of U.S. farmland produces for export, and 20% of U.S. industrial output is sold abroad. Altogether, one in five Americans depends on international trade for employment, as some 7,000 U.S. companies conduct business in other countries (Lee, 1983; Congressional Record, 1985).

Information from the Illinois Department of Commerce and Community Affairs (IDCCA, 1985) concerning the scope of international business activities in Illinois reflects these national statistics and emphasizes the particular value of international trade to this state. Illinois is second in the nation in dollar volume of all agricultural export commodities and third in dollar volume of exports of agricultural and manufactured products combined. An estimated 505,000 persons in Illinois are employed in jobs related to agricultural and manufacturing exports. Reflecting the strong presence of international finance in Illinois, there are more than 50

international banks with branches or representative offices as well as 10 major U.S. banks that maintain offices for international clients. In addition, more than 60 nations have consulates or trade offices in Illinois, a number which ranks the state third in the nation and which demonstrates "the importance of Illinois as a force in international trade" (IDCCA, 1983).

The significance of international trade for Illinois is underscored by the efforts of business and government to expand the present base. The Latin American Chamber of Commerce in Chicago has been active for a decade in promoting new business opportunities in hemispheric trade for Illinois industries. The Governor has become increasingly active in efforts to promote the international trade initiatives of Illinois businesses, financial institutions, and agricultural concerns, leading trade and investment missions to Europe and the Far East in 1984, 1985, and 1986. The International Business Division of the Illinois Department of Commerce and Community Affairs maintains state bureaus in Belgium, Brazil, Hong Kong, Japan, and the Republic of China.

To sustain and augment the high volume of international trade and finance needed for continued economic development in the U.S. and in Illinois, many business and government leaders have indicated that we need not only to make changes in the fiscal, monetary, and trade policies of the state and nation, but also to acknowledge that one of the skills required in international business negotiations is competence in the language and sensitivity to the culture of the client. Testimony before the U.S. Congress from 1981 through 1984 described the need for second language and culture competencies.

An executive in the Florida Department of Commerce, Manual Mencia, testified:

> I have seen many monolingual Americans learn the sad lesson through lost opportunities and contracts that the most important language for business is really the language spoken in the country of your potential client. . . . current language inadequacies have created a self-enacted trade barrier more effective than any protective barrier ever established. (Ninety-Seventh Congress, 1981).

The Executive Vice President of Ford Motor Company, John McDougall, stated:

> A combination of foreign language ability and business expertise is now needed and will be required even more in the future by U.S. companies if they are to compete successfully in world markets (Ninety-Eighth Congress, 1983).

Senator Bill Bradley (N.J.) believes that our trade difficulties with Japan stem, in part, from a fundamental dearth of knowledge about Japanese language and culture (Congressional Record, 1985). He states:

> While Japanese trade experts have invested considerable time and effort in learning our language and culture, U.S. trade experts have not made similar efforts to understand Japanese language and culture. Given the fact that we do not share a common cultural heritage with Japan, as we do with Western European trade partners, this lack of expertise will continue to work to the disadvantage of American companies who are seeking Japanese markets.

Unfamiliarity of American business representatives with Japanese language and culture produces notably inept business negotiations. In his book The Tongue-Tied American (1980), Senator Paul Simon illustrated this point with an anecdote about an American business representative who tried to sell doormats to the Japanese, unaware that people in Japan customarily remove their shoes before entering a home.

Illinois officials have also spoken out about the role of second language and international studies in the state's economic development. In its economic development plan for the next five years, Illinois, Jobs for the Future (1985), the Illinois Department of Commerce and Community Affairs made four recommendations for "investing in Illinois' human resources." One of these recommendations, while acknowledging that improvements in the educational system are beyond the scope of the economic development plan, called for expanded and improved second language programs in elementary, secondary and postsecondary schools in order to provide educational opportunities attuned to "Illinois' operation in a world economy."

In an address to the International Business Council MidAmerica in Chicago in November 1984, Illinois Lieutenant Governor George Ryan, in his capacity as Chairman of the Illinois Export Council, took the point of view that the state's future economic strength as one of the nation's leading export states rests on its foreign language competence and its understanding of other cultures. The Lieutenant Governor's remarks were read into the Congressional Record by Senator Paul Simon and are reproduced in Appendix C.

Structural changes in the world economy anticipated in the next two decades will impose even greater demands on nations and states with vital interests in that economy. In that relatively short span of time, population in the developing countries will increase to more than five billion--more than the entire world population today. Walsh (1983) cautions that U.S. firms that do not adjust rapidly to these new demands, in particular learning about and responding to local needs in the developing countries, will soon find themselves unwelcome.

Ironically, however, business organizations which are attempting to adjust to the world economic picture find themselves in a dilemma. Business schools in the U.S. graduate an estimated 1,000 students annually with majors in international trade, but business leaders in 1980 estimated that there were jobs available for at least 200,000 people with such training (Simon, 1980). Public and private employers must often invest in initial and remedial language and cross-cultural training in order to meet the on-the-job language and international proficiency needs of their employees (Lee, 1983). That can be a costly process; for example, it costs the federal government about $30,000 in present-value dollars to provide ten months of language training for one entry-level employee (Ninety-Seventh Congress, 1981). Further costs are incurred when Americans assigned overseas by their companies are unable to adapt to the host country due to unfamiliarity with its language and culture. According to the Director of the Business Council for International Understanding, more than a third of these Americans ask to be reassigned, and each reassignment costs the company an average of $200,000 (King, 1985).

B. Diplomacy and Defense

The federal government has established a category of jobs in which foreign-language capability is essential. More than 30% of these positions are not filled, and the level of proficiency of many of the persons in the other positions remains insufficient for effective job performance (Simon, 1980).

These unmet needs in language and culture competencies affect our country's activities in diplomacy and defense, in that there are not enough people with adequate language skills to staff positions in the Departments of State and Defense (Ninety-Seventh Congress, 1981). The State Department can fill only two of every three positions in the Foreign Service that require even minimal language proficiency (Congressional Record, 1985). Of the 13,000 positions in the Department of Defense that require language proficiency, only one of every two are filled by persons with such ability. The Central Intelligence Agency, the National Security Agency, and other intelligence agencies are not able to find the linguists needed to staff their increasingly sophisticated network of data collection and analysis (Congressional Record, 1985).

C. Information Exchange

Proficiency in other languages plays an essential role in the exchange of information, particularly in the areas of science and technology. As other countries engage in increasingly sophisticated research and technology, American scientists, engineers, researchers, and others engaged in the production and management of information find access to international data bases restricted. In other technologically advanced nations, technical journals are published in the national language, not in English (Benderson, 1983). When American scientists and researchers are faced with information in a language they do not know, they ignore that research (Anderson, 1978). This creates gaps in the quantity, quality, and timely transmission of research knowledge (Eyre, 1981).

During Congressional hearings on international science policy in June 1985, members of the scientific community testified that one of the constraints on timely and effective scientific information and technology transfer is "Americans' lack of foreign language skills" (Holden, 1985).

In summary, although there are clearly other factors to be considered, compelling state and national interests in the areas of trade, diplomacy, defense, and information exchange clearly imply a significant demand for persons with second language skills and international understanding--a demand which is not now being met.

Preparing Students for Postsecondary Opportunities

It is widely expected that the public schools will make it possible for students to pursue their future goals, whether such goals are to enroll in postsecondary education or to enter directly into adult employment. To meet such expectations, the opportunities provided by the schools must be consistent with the demands and possibilities of the larger world.

A. Changing Requirements for Admission to Higher Education Programs

Students who wish to continue their education in colleges or universities plan their studies on the basis of college admission requirements and recommendations. During the last several years, colleges and universities throughout the country have been rethinking and, in many cases, significantly expanding their requirements. In Illinois, the Board of Higher Education (IBHE) has established new admission requirements for all students entering college or university baccalaureate programs. The IBHE requirements, which become effective in 1990, include "two units of electives in foreign language, music, or art."

Several Illinois public universities already have or will have a specific two-year second language admission requirement. Of the 34 reporting private colleges and universities in Illinois, twelve currently require two years of language study for admission; two more are considering such a requirement; and seven more have indicated that they have or will have a requirement that can be satisfied by language courses or courses in other humanities subjects (Illinois Board of Higher Education, 1985).

B. Changes in Higher Education Curriculum

Increases in world trade and investment and the resulting interdependence of nations require business managers with international sensitivities (Zimmerman, 1983). In order to meet that demand, university curricula are taking a greater international orientation--that is, they are increasingly characterized by combinations of majors and specialties with second language and international studies. This is particularly true in the areas of business, agriculture, and economics.

At the University of Illinois, undergraduate programs are combining second language and international studies with business administration, marketing, accounting, economics, and agriculture (Cribbet, 1983). At the graduate level, an MBA with Certificate in International Business is available. Similarly, the University of Pennsylvania's Wharton School of Business offers an international and interdisciplinary dual MBA/MA program. In programs of this type, students are expected to enroll with an advanced level of second language proficiency, so that second language instruction can concentrate on the sub-language specific to the subject area (e.g., business or agriculture).

C. Changes in the Employment Market

It is estimated that Americans lose out on 100,000 jobs a year because they do not know a second language (Ninety-Seventh Congress, 1981). Contrary to widely held beliefs, these jobs do not necessarily require a college degree. For example, the oil companies which do business throughout the world need riggers and supervisors who can speak other languages, and recently Guatemala put out a call for North American beekeepers who could also speak Spanish to help adapt beekeeping techniques to the impending arrival of the Africanized bee. Many similar examples could be given.

Of equal importance to the non-college bound student is the fact that people with second language skills may have an advantage even when the job does not require such proficiency. The demographics of this country are shifting significantly, as the increasing proportion of the population whose native language is other than English continues to increase rapidly. Hodgkinson (1985) reports that the language minority population will continue to grow in size and as a percentage of the U.S. population. By the year 2020, we will be a nation of 47 million Hispanics in a total population of 265 million. Because of increased Indochinese immigration, the number of English-limited Asian-Americans will also continue to grow dramatically. These trends foretell important implications for the need for language-proficient personnel in business, services, and education within the United States itself.

These implications are particularly apparent in public service occupations: consider the language needs of a fire fighter attempting to rescue a child who does not speak or understand English, a public welfare caseworker attempting to interview a limited-English-speaking client, a policeman receiving an emergency call for assistance, an ambulance driver taking an accident victim to the hospital, a park ranger attending to the needs of visitors from many countries. However, private businesses, particularly those which have extensive contact with the general public, also find it in their best interests to employ persons with second language proficiency. Examples may be found in the banking business and the hotel industry where improved public relations and customer service can result from employing persons who can communicate in languages other than English.

In summary, the opportunity to develop proficiency in a second language is becoming increasingly important not only for college-bound students, but also for high school graduates who enter the workplace directly.

Enhancing Learning

The long-standing belief of those in the field of linguistics that there are significant reciprocal effects in first and second language acquisition has been confirmed by research findings from the past ten years. These show that learning a second language enhances basic learning skills at a statistically significant level. This applies to verbal skills, such as reading comprehension, vocabulary, memory, auditory discrimination, oral communication and writing; other cognitive skills, such as ability to abstract, infer and extrapolate; and affective and attitudinal skills, such as flexibility, tolerance of ambiguity and contending with and managing the unfamiliar.

A particularly important study in this regard found a positive correlation between second language study and college entrance exam (ACT) scores. This study, which was conducted by Timpe at Southern Illinois University in 1979, controlled for the variable that superior students may be more likely to take second language studies and produced findings that, on the average, lower-performance students gained more than twice as much from second language studies as higher-performance students. These findings suggested that second language studies do not contribute to learning difficulties for

lower performance students, as has been assumed by some, but instead may improve their academic proficiencies. The same study suggested that second language study does not cause learning interference with other academic subjects, such as math, social science, natural science and English; rather, it leads to improved proficiencies in these areas--especially in English or verbal skills.

Another study by Peter Eddy (1981) confirmed key conclusions of the S.I.U. study. Using considerably more sophisticated statistical analysis, Eddy reported that when verbal ability is controlled, students who study a second language for a longer period of time do better on various SAT sub-tests and on the SAT-Verbal as a whole than students who have had little or no second language study. The generalizability of this finding is relatively restricted by the type of student taking the SAT.

Recent research conducted at Yale University (Hakuta, 1985) investigated the effect of the simultaneous learning of two languages on children in kindergarten and first grade bilingual education programs. The research found that the concurrent learning of two languages has a positive effect on the development of cognitive and verbal abilities in both languages and does not have any negative interference effects on either of the two languages or on the learning of other subject matter (Diaz, 1985). These new research results indicate that continuing instruction in the home language of language minority children can enhance their learning of English as well.

All these research findings support the conclusion that second language study can contribute to and enhance the learning of English and other subject areas.

Public Opinion

A. Polls

The purpose of polling is to provide reliable information on public opinion concerning important questions of public policy; national polls serve as a benchmark for comparison with local attitudes.

The following table shows the response to national and regional surveys on the question of public opinions about course requirements for college-bound and other high school students.

Table 1: Percent of Public in Favor of Second Languages Required of High School Students

Surveys	For college-bound students	For non-college-bound students
University of Michigan Survey (1979)	47%*	47%*
Gallup Poll (1984)	57%	19%
Chicago Survey (1985)	67%	45%

*This figure is for all high school students; the survey does not distinguish college-bound and non-college-bound students.

Sources: Institute for Social Research (1979), Gallup (1984), Chicago Panel on Public School Finances (1985).

These surveys indicate a favorable attitude toward second language studies at the high school level, an attitude which has become more widespread during the six-year period represented by the surveys. More than two-thirds of the respondents to the survey of Chicago residents, who represented all social, economic, and ethnic groups, favored a requirement for second language study at the high school level.

The University of Michigan survey also asked for public opinion on whether second language studies should be offered in the elementary and junior and senior high schools. Seventy-six percent of the respondents, who constituted a national sample representative of all social, economic, and ethnic groups, supported providing second language programs in the elementary schools and 94% supported such programs in the junior and senior high schools.

B. Proposals for Action

Another indicator of general interest in a given issue is the attention it receives in studies directly or indirectly related to it. During the recent series of studies about needed reforms in elementary and secondary education, a number of groups stressed the importance of and called for expanded second language and international studies.

As mentioned in the introduction to this report, the National Commission on Excellence in Education (1983) urged American schools to strengthen their requirements in the "new basics" and strongly recommended two years of language study for students planning to attend college. The Commission noted that:

> Achieving proficiency in a foreign language requires from four to six years of study and should therefore be started in the elementary grades. We believe it is desirable that students achieve such proficiency because study of a foreign language introduces students to non-English speaking cultures, heightens awareness and comprehension of one's native tongue, and serves the nation's needs in commerce, diplomacy, defense, and education.

The National Advisory Board (1983) to the Secretary of Education, in a report on Critical Needs in International Education, also recommended that

> . . . all school districts provide every student with the opportunity to begin the study of a second language in the earliest years of formal education and to continue its study until a functionally useful level of measured proficiency has been achieved; and (2) an international perspective be infused into basic social studies courses at each level of education.

Addressing issues in the international dimensions of education, the Council of Chief State School Officers (1985) recently made the following recommendations for action by state education agencies:

1. To require local school districts to provide the opportunity for all students to study a second language, beginning in elementary school and continuing through secondary school;

2. To establish expectations of proficiency in second languages for students completing high school;

3. To encourage local school districts to expand the range of languages offered; and

4. To work with local school districts to develop curriculum with an international perspective and to plan and prepare for the corresponding program evaluation and staff development.

The Council also adopted the following statement:

> Students must have an opportunity to learn their own culture in a global perspective. The perspective stresses the relationship of human development to an appreciation of differences and similarities between cultures and the interdependence among peoples and environments.

Many other national commissions and organizations have offered similar statements on the importance of international studies: the President's Commission on Foreign Language and International Studies (1979), National Council on Foreign Language and International Studies (1981), National Advisory Board on International Studies Programs (1983), Joint National Committee on Languages (1983), American Council on Education (1983), and the Council on Languages and Other International Studies (1983). A National Study Commission for Global Education, under the direction of John Goodlad, is currently addressing these same issues.

In Illinois, the Chicago Teachers Union (1985) urged a state requirement that school districts make second language programs available to every student at the elementary school level. In one of three regional conferences held by the Illinois Project for School Reform (1985), participating Illinois citizens recommended a state requirement that school districts make second language and international studies available to all students, beginning in elementary school and continuing in high school in a continuous sequence until a usable level of proficiency has been attained (Illinois Project for School Reform, 1984).

The Illinois Task Force on Foreign Language and International Studies (1979) and the Illinois Citizens Panel on Foreign Language and International Studies (1984) both recommended beginning language study in the early elementary years, as well as a requirement for the study of second languages. The Citizens Panel, appointed as a part of this study, adopted the following statement:

> It is the position of our panel that the State of Illinois has a compelling interest to guarantee the right of all citizens to develop an international perspective and communicative competence in English and other languages through the educational process.

> Therefore, as a matter of urgency and in the current context of educational reform, the State must recognize Foreign Languages and International Studies as a fundamental area of learning and begin immediately to phase in a comprehensive plan which would lead to the day when all children will acquire international sensitivities as well as specified levels of fluency and literacy in both English and at least one other language as a standard outcome of the basic program of education.

The Corbally Committee, appointed by the State Superintendent of Education to assist in the development of state learning outcomes in curricular areas, included the following special statement in its report to the State Board:

> The Committee recognizes the growing need for and the importance of the study of foreign languages and the cultures they represent, yet also acknowledges that it is not at this time appropriate for the state to require achievement in foreign language for all students.
>
> The Committee is aware of the State Board of Education's strong interest in the area and the continuing Board and staff efforts to enhance and strengthen local school district programs.
>
> We recommend that these efforts be continued and supplemented to the extent necessary to assure priority attention to the issue of requiring all students to study foreign languages.

Summary

Illinois and national economic statistics, testimony from a variety of knowledgeable sources, changing conditions in Illinois higher education and the job market, and research on the effect of second language learning on learning in other areas all serve to underline the importance of improving and expanding second language instruction in Illinois schools.

CHARACTERISTICS OF EFFECTIVE PROGRAMS

Second Language Programs

This section of the report will address the state's interest in second language studies in relation to three issues: defining an appropriate level of proficiency, identifying factors which affect the development of second language proficiency, and assessing second language proficiencies.

Usable Proficiency

If the primary goal of second language programs is to develop in students an appropriate level of second language proficiency, then programs are effective to the degree that they are able to meet this goal.

The American Council on the Teaching of Foreign Languages (ACTFL) has developed guidelines which define twelve proficiency levels (Appendix B). These guidelines recognize that second language skills develop over time and may diminish if not used; therefore, at any given time, second language proficiency may be at a different level. These guidelines also recognize that differing levels of proficiency are required for diverse situations. For example, a person employed as an interpreter for the United Nations must have a far higher level of proficiency than a person operating a retail business located in an ethnic neighborhood.

This study assumes that an appropriate level of proficiency is one which makes it possible for the individual to use the second language to satisfy the requirements of everyday situations and routine school and work requirements. As described by ACTFL, the second language speaker at this level (which the organization describes as "advanced"):

> . . . can handle with confidence but not with facility complicated tasks and social situations, such as elaborating, complaining, and apologizing. Can narrate and describe with some details, linking sentences together smoothly. Can communicate facts and talk casually about topics of current public and personal interest, using general vocabulary. . . . The advanced-level speaker can be understood without difficulty by native speakers.

While this level is still several steps removed from total fluency, the second language is, in fact, usable to the speaker.

At this level, the second language speaker is also aware of essential aspects of the socio-cultural setting of communication. As described by ACTFL, the second language speaker's cultural sensitivities at this level include the ability to:

> ...handle routine social situations successfully with a native speaker accustomed to foreigners; show comprehension of common rules of etiquette, taboos, and sensitivities (without offending).

Program Factors

According to Gray et al. (1984) and Rhodes and Snow (1984), three major variables have been found to underlie the successful achievement of usable proficiency: (1) the student's age when beginning second language learning; (2) the length of the program of language study; and (3) the intensity of use of the language for instruction.

A. Second Language Acquisition: Young Child and Adolescent

Research indicates that the facility to acquire a second language is greatest in the child and that by adolescence essential capacities and conditions are less favorable for second language learning.

Evidence on the process of language acquisition shows that children learn the four basic skills of listening, speaking, reading, and writing in a sequence adjusted to the progression of their general cognitive development (Dale, 1976). Skills related to each competency are most easily acquired at a certain stage of cognitive development, and the capacity to develop listening and speaking skills is strongest in the young child. This is due to the presence in young children of heightened abilities to:

- reproduce new sounds;
- listen with perception, discrimination, and memory;
- make a direct association between word and object, without the mediation of English (without translating);
- be motivated by learning itself.

As reading and writing skills are formed, there is increasing dependence on written verification of oral communications and a concurrent diminution of audio-lingual skills. By the time the child has become an adolescent, the use of language as a tool for learning has become heavily oriented toward written communication, and many of the listening and speaking skills essential for second language acquisition have been lost or weakened.

Moreover, the adolescent, during second language acquisition, experiences

- frustration with new sounds, no longer freely reproducing them, but instead approximating them to the familiar sounds of the first language (thus speaking with an accent);
- dependence on the written verification of new communication;
- dependence on the first language (English) to mediate communication in the second language (thus translating);
- self-consciousness in engaging in new language behavior.

The importance of beginning second language learning in the early years has been confirmed by research in several disciplines. From the field of neurolinguistics comes the concept of the child's greater capacity to acquire language prior to puberty (Penfield and Roberts, 1959; Lenneberg, 1967). Both Penfield and Lenneberg specifically extended their conclusions from first to second language acquisitions (Izzo, 1981). Experts in linguistics (Chomsky, 1968) and psycholinguistics (McNeill, 1970) hold that children have an innate and acutely sensitive facility for language development. More specifically, verbal aspects of second language development, as well as the level of proficiency eventually reached, favor

young learners. Various studies of immigrants have consistently found that younger learners acquire better pronunciation (Dunkel and Pillet, 1956, 1957, 1959; Kirch, 1956; Larew, 1961; Olson and Samuels, 1973). Krashen, Long, and Scarcella (1979) concluded from a review of the literature that people who begin second language learning during childhood reach a higher level of proficiency than those for whom second language learning is delayed until their teen or adult years.

B. Extent and Continuity of Second Language Study

The question of when to begin second language studies is integrally related to the question of how long these studies should be continued. Research indicates that it is not sufficient to provide young children with second language learning opportunities unless those opportunities continue for an extended period of time. Because overall linguistic and cognitive development occurs in stages, a student who studies a second language at age eight and then has no further opportunity to extend these skills will find his or her linguistic development in the second language arrested at the level of an eight-year-old. Moreover, second language skills diminish without use. The skills and abilities acquired at a young age may not only be limited in their age-appropriateness, but, in the absence of continued use, may even be lost.

During the last five years, language experts at the Educational Testing Service (ETS) have rated the proficiency of thousands of second language learners from all over the nation. As a result of these experiences, they have concluded that four years of high school second language study under favorable learning conditions may lead to an "intermediate-mid" level of proficiency. This is still three levels below usable proficiency. The ETS experience suggests that the development of usable proficiency in a second language requires significantly more time than is typically provided in high school second language programs.

In short, the successful achievement of usable proficiency is influenced by the student's age when beginning second language learning, the length and continuity of the program of study, and the intensity of use of the language for instruction. Therefore, in order to achieve usable proficiency, second language programs must be based on a long and coordinated sequence of study, with instruction beginning in the early elementary grades and continuing through high school.

Assessing Second Language Proficiencies

Statements of learning outcomes and measures of proficiency are means of providing clear expectations and accountability of performance for all programs, including second language studies. Learning outcomes which address a spectrum of program goals, including but not limited to the development of a usable level of language proficiency, have been proposed by the Illinois Task Force on Foreign Language and International Studies (Illinois State Board of Education, 1979), the Citizens Panel on Foreign Language and International Studies (1984), the American Council on the Teaching of Foreign Languages (1983), the Educational EQuality Project of the College Board (1983), and in a report prepared for the Council of Chief State School Officers (Becker, 1985). These proposals provide examples of second language learning outcomes which are appropriate for local school district use.

Measuring and evaluating levels of second language proficiency are attainable aims. The National Foreign Language Proficiency Measurement System was developed by Educational Testing Service (ETS) and the American Council on the Teaching of Foreign Languages (ACTFL) as a refinement of instruments long used by the U.S. Department of State and by the Defense Language Institute (Higgs, 1984). This nationally normed instrument is used to assess proficiency in oral and written second language communication, as well as the level of cultural knowledge (See Appendix B). In addition, because these proficiency measures relate teaching and curriculum to measurable outcomes, they provide clear directions for improving second language curricula, instructional methods, and continuity in the learning sequence.

International Studies

International studies can be approached in at least two ways:

1. As a group of interrelated curricular areas which include second languages, world geography, world history, world issues, international economics, global environment, and international relations.

2. As an interdisciplinary approach to education, applicable to all areas of the curriculum at all grade levels and aimed at incorporating activities relating to global issues and cross-cultural understanding.

In both approaches, second language studies form a vital and basic component of the larger concept of international studies.

The learning outcomes sought through international studies relate to communicative competence in languages, knowledge of other cultures, strategies for cross-cultural understanding, and an awareness of issues concerning all peoples of the world. These outcomes are addressed in part by several of the learning outcomes adopted by the State Board of Education:

1. Social studies: "understand and analyze comparative political and economic systems."

2. Fine arts: "identify significant works in the arts...and how they reflect societies, cultures and civilizations, past and present."

3. Language arts: "understand how and why language functions and evolves."

It is highly desirable and entirely feasible to integrate world issues and an appreciation of the ways of other cultures throughout the curriculum. The international perspectives so apparent in second language studies can be developed in virtually every subject area at all grade levels. This practice provides the additional advantage of enhancing the relevance of a broad spectrum of courses, providing substantial support for the expanding second language program, and serving the current demands for improved integration of learning.

STATUS OF SECOND LANGUAGE AND INTERNATIONAL STUDIES IN ILLINOIS

This section of the report will examine the status of second language and international studies from five perspectives: (1) state law and regulation, and State Board of Education policy; (2) state and federal initiatives in relation to second language and international studies; (3) second language studies in Illinois high schools and junior high schools; (4) second language studies in the elementary grades; and (5) available language resources.

Law, Regulations, and Policy

School districts are required by State Board regulation (23 Ill. Admin. Code 1) to provide instruction in languages as part of the minimum program of offerings in high schools; the time allotted to such instruction is at the discretion of the local school district. There is no comparable requirement for elementary or junior high schools.

Students are not required to enroll in second language programs, although high school graduation requirements adopted by the Illinois General Assembly in 1984 require students to complete one year of study in one of the following subject areas: foreign language, music, art, or vocational education (Ill. Rev. Stat. 1984 Supp., ch. 122, par. 27-22).

The policy of the State Board of Education, adopted in 1980, states that:

> The State Board of Education advocates that Illinois schools provide the opportunity for every student to acquire foreign language skills and an appreciation of international issues and other cultures in a well-articulated, interdisciplinary sequence beginning in the early elementary years.

The complete text of the State Board policy is presented in Appendix D.

State Initiatives in Second Language and International Studies

Following adoption of the State Board policy on second language and international studies, staff implemented a five-year plan which outlined in detail action to be taken to promote second language and international studies in Illinois. The purpose and goals of this plan are stated in its beginning paragraph.

> The Illinois Plan for Foreign Language and International Studies is based on the conviction that schools should begin in the earliest grades to build students' second language skills and to develop their understandings of global and intercultural concerns. All students need to be involved in such a program, even those who have traditionally been excluded from the study of foreign languages and cultures. The program should continue in a well articulated sequence through high school and beyond. The global ramifications of all subject matters should be explored and the traditional areas of foreign language, bilingual education, cross-cultural studies, and global education should be completely interwoven.

Program and curriculum development activities carried out under the framework of this plan produced the following achievements.

1. Language and International Studies High Schools: As a direct result of the planning seminar series conducted by State Board staff in 1979-80, four Language and International Studies High Schools have been founded. The schools are the Waukegan Language and International Studies School, the Glenbrook Academy of International Studies, Morgan Park Language and International Studies High School in Chicago, and University High School in Urbana. This places Illinois first in the nation in numbers of both schools and students involved in such programs.

   The four Language and International High Schools in Illinois offer a comprehensive secondary school curriculum with a strong cross-disciplinary approach. All students major in at least one second language and all subjects are taught in ways designed to develop the learner's international perspective.

   All these programs report steady growth as resources have allowed; however, in telephone interviews with the directors of all programs in October, 1985, it was learned that all of them are consistently unable to accept all qualified applicants because of limited resources.

   In a parallel development, Chicago's Lincoln Park High School has, since January 1981, been one of the 60 secondary schools in the nation to offer the International Baccalaureate (IB). The IB is awarded to high school graduates who complete a rigorous four-year curriculum and battery of examinations including two second languages and a program of international and academic studies prescribed by the IB headquarters in Geneva, Switzerland. The IB virtually assures entrance into a number of universities worldwide and often results in advanced placement at the sophomore level in U.S. institutions of higher education.

   Illinois Language and International Studies High Schools have been featured recently in articles appearing in the Modern Language Journal, the NEA Yearbook, and the IEA Newsletter.

2. Program planning assistance: Eighty workshops, conferences, and seminars were held by State Board of Education staff to assist in awareness and planning efforts; these activities involved over 5,000 participants representing over 150 school districts. At least in part as a consequence of these activities, twenty-seven schools began implementation of plans to improve and expand their programs in second language and international studies. State Board staff have provided ongoing assistance to these districts.

3. Regional improvement centers: Five universities and colleges contributed resources to regional improvement efforts in second language and international studies, K-12, two with financial and technical assistance from the State Board of Education. These centers are continuing their teacher development activities with varying levels of intensity.

4. Grants: State Board of Education staff assisted in the preparation of grant proposals which led to about $250,000 in state and federal funds being awarded for local and regional programs. The purposes of these programs were to develop curriculum and to train personnel in the use of the national foreign language proficiency system as an assessment and curriculum development tool. In addition, the State Board awarded about $350,000 in ECIA, Chapter 2 grants in the area of second language and international studies.

Second Language Studies in Secondary and Junior High Schools

A. Availability of Second Language Studies

Illinois statistics show significant differences in opportunity for access to second language studies. At one extreme are the language and international studies high schools, which offer intensive second language learning experiences. At the other extreme are those schools which have no second language programs at all.

As of the 1981-82 school year, 93% of Illinois public high schools (with 97% of total state student enrollment) offered at least one language course as required by law, and 29% offered two full years of study in at least one foreign language (Illinois State Board of Education, 1984). However, fifty Illinois public high schools (7%), enrolling about 14,100 high school students, did not offer the required second language instruction. This represented an increase in the number of schools in noncompliance with State Board regulations from the 1976-77 school year, when 5.4% of Illinois public high schools did not offer the required second language instruction.

Thirty-three percent of junior high schools, enrolling about half of the state's junior high school students, offered second language instruction in 1981-82. This figure, which is down from 43% in 1976-77, means that nearly 81,400 junior high school students in Illinois did not have an opportunity to study another language (Illinois State Board of Education, 1984).

Information from the Illinois Teacher Service Record indicates that during the last five years (1981-1985) a disproportionately large number of second language teachers were dismissed due to reduction in force. On the whole, second language teachers were more likely to be laid off than teachers of other subjects, such as math, science, music or English. Of the second language teachers laid off, those teaching at the elementary school level were more likely to be laid off than those at the high school level, and teachers of Italian, Russian, Latin, and German were more likely to be laid off than teachers of Spanish or French.

As depicted in Table 2, 21% of the state's high schools provide a three-year sequence in the three most commonly taught second languages: French, German, and Spanish. Because most of these programs are provided by the larger schools, 43% of Illinois students have access to a three-year sequence in all three languages and 78% have access to a three-year sequence in at least one of the languages. However, students in 568 high schools do not have access to a full three-year sequence in each of these commonly taught languages.

Table 2: Illinois Public High Schools Offering a Three-Year Sequence of Courses in Spanish, French, and German in 1981-82, by School Size

School Size	No. of Schools	Total No. of Schools	Percent
1-199	0	189	0.0
200-499	1	194	0.1
500-999	13	102	12.7
1,000-1,699	61	114	53.5
1,700-2,599	59	98	60.2
2,600-More	17	22	77.3
All Schools	151	719	21.0%

Source: Illinois State Board of Education (1986).

Statistics on Illinois public high school course offerings refer almost exclusively to just four languages--Spanish, French, German and Latin--and show that a majority (68.8%) of language offerings in Illinois high schools were accounted for by Spanish and French (Illinois State Board of Education, 1984). No course offerings were reported for such languages as Japanese, Chinese, or Arabic, even though these languages represent countries which figure prominently in volume of international trade and share of world markets, as well as in proportion of world population.

Second language instruction is typically viewed from the perspective of the native-English-speaking student. Yet, an estimated 10,000 language minority children annually enter Illinois schools with age-level proficiency in their non-English home language. The programs offered by most Illinois school districts do not provide an opportunity for these students to preserve and develop these language resources or to achieve the demonstrated benefits of concurrent instruction in two languages.

In summary, second language programs are not uniformly available to students in all Illinois districts, and where available, they differ significantly in intensity and scope. The languages of the non-European countries are not represented consistent with their increasing use in international exchange, and the language resources of non-English speaking children are not developed concurrent with their development of English language proficiencies.

B. Enrollments

As of the 1981-82 school year, 23% of Illinois public high school students were enrolled in a second language course (Illinois State Board of Education, 1984). This was up from 22% in 1976-77. Thus, high school second language enrollments over the past few years have increased by only 1%, leaving fewer than one-quarter of Illinois high school students enrolled in a second language program.

The following table of enrollment statistics for the five language and international studies high schools shows that a limited number of students have the opportunity to participate in such intensive programs.

Table 3: Enrollment in Illinois Language and International Studies High Schools

School	Yr. of Inception	Current Enrollment 7-8 gr.	9-12 gr.	Nature of Program	Number of Graduates
Glenbrook Academy	1981	n/a	127	3/4 day	19
Lincoln Park (IB)	1981	n/a	142	full day	n/a
Morgan Park H.S.	1982	200	600	full day	n/a
University High	1981	45	175	full day	45
Waukegan H.S.	1983	n/a	230	full day	n/a

Source: Illinois State Board of Education (1985)

At the junior high school level in 1981-82, 13.8% of public junior high school students were enrolled in a language course, a figure which is down from 15.4% in 1976-77.

C. Proficiency Levels

Based on enrollment figures given in the preceding section, 23% of Illinois secondary students were enrolled in second language instruction in 1981-82, while some 77% of Illinois high school students were not. This compares with national figures for the same year of 47% and 53%, respectively (National Center for Education Statistics, 1984).

Of those who do enroll in second languages, twelve percent of Illinois students continue second language studies beyond the second year, a figure which contrasts with 13%, nationally (National Center for Education Statistics, 1984). In Illinois public secondary school, 1.3% of the students take four years of a second language (Illinois State Board of Education, 1984).

As previously discussed, the Educational Testing Service has noted that four years of language study may lead to an "intermediate-mid" level of proficiency, a level which is still three levels below that which is considered usable in this study. Given these statistics, it may be surmised that very few Illinois students develop a usable level of second language proficiency.

Table 4: Characteristics of Selected Illinois Public Elementary School Second Language Programs

Characteristic	Number of Districts
Total Number of Districts Surveyed	20
Total Number of Districts with Second Language Programs	8
Regular Programs	3
Gifted Programs	4
Exploratory Programs	1
Programs in One Second Language	3
Two Second Languages	3
Three Second Languages	1
Nine Second Languages	1
Languages Offered: Spanish	6
French	5
Latin	3
German	2
Italian	1
Greek	1
Russian	1
Polish	1
Japanese	1
Grade Range of the Second Language Program:	
K-8	1
K-6	1
2-6	2
4-8	1
7-8	2
8	1
Admission/Placement Criteria	
All students	2
Students with required level of language arts performance only	2
Gifted students only	4

Source: Illinois State Board of Education. Survey of Selected Public Illinois Elementary School Second Language Programs. December 1985.

In the absence of second language course offerings in most Illinois public elementary schools, opportunity to learn a second language becomes a function of parents' ability to purchase such services. Parents testified at hearings of the Illinois Commission on the Improvement of Elementary and Secondary Education (1984) that the absence of second language instruction in public elementary schools was a serious gap in the state's educational system and that those Illinois communities able and willing to pay have succeeded in providing this educational opportunity for their children.

Available Language Resources

An estimated 10,000 language minority children annually enter Illinois schools with age-level proficiency in their non-English home language. This is indicative of the remarkably rich linguistic resource represented by the state's language minority populations. The children from these groups could act as peer tutors, reciprocating opportunities for conversational practice with their English-speaking counterparts. Many adult members of these communities could be trained and certified as second language teachers in a much shorter time than it would take others. However, the potential of the state's language minorities is not currently being developed and used in ways that most effectively enhance education goals.

Summary

The State Board of Education policy and plan to encourage second language and international studies in Illinois schools have been at least moderately successful as measured in such terms as attendance at conferences, level of grant funding, number of publications disseminated, and number of programs initiated or extended. These accomplishments notwithstanding, the data do not reveal any substantial increases in second language enrollments, the number and range of language offerings, or the extension of second language instruction into the elementary schools.

There is an evident discrepancy among the demand for second language proficiencies in commerce, diplomacy, research, and the professions; the conditions which produce such proficiencies; and the status of second language programs in Illinois.

CONCLUSIONS AND IMPLICATIONS FOR STATE BOARD POLICY

The evidence presented and discussed in this paper, as well as that presented in the several studies and reports on which this paper is based, leads to the following conclusions regarding the further development of second language programs in Illinois.

(1) Illinois and national economic statistics, testimony from a variety of knowledgeable sources, changing conditions in Illinois higher education and the job market, and research on the effect of second language learning on learning in other areas all underline the importance of improving and expanding second language instruction in Illinois schools.

In testimony presented to the Congress, a variety of knowledgeable sources conclude that the gap between personnel supply and demand--that is, between capabilities and needs--in language and international competencies continues to widen in science, information management, commerce, education, diplomacy, and defense.

Illinois economic statistics indicate the importance of international trade and finance for the state. The state is second in the nation in dollar volume of all agricultural export commodities and third in dollar volume of exports of agricultural and manufactured products combined. An estimated 505,000 persons in Illinois are employed in jobs related to agricultural and manufacturing exports, and there are more than 50 international banks, trade offices or consulates from more than 60 nations, as well as 10 major U.S. banks, which maintain Illinois offices for international clients. The extent of state and national participation in international trade, diplomacy, and research for economic development, both now and in the future, implies a large demand for an increasing number of graduates with usable proficiency in a second language for a range of professions and occupations.

In Illinois higher education, public and private universities are adopting admission requirements which include second language study, and in response to the demands of the workplace, university programs in business, agriculture, economics, and other disciplines are integrating second language and international studies into their curricula.

The need for second language proficiency is also increasingly reflected in the workplace. Our state population, like that of the nation, is so diverse and represents so many languages that those in contact with the public find communication skills an important--sometimes even essential--element in their effective functioning.

(2) Although second language instruction is best offered early and continued in a long sequence to provide the opportunity to achieve usable proficiency, Illinois public schools, in general, do not offer second language instruction in appropriate grade levels and sequences.

State figures on second language course offerings in public junior high and high schools show large differences in rates of access to instruction, as well as in program sequence by community type, school size, and grade level. Comparatively few elementary schools in Illinois offer second language instruction and then generally only to students in gifted programs or students who have attained a required level of

performance in language arts. When second language instruction is available, it is offered neither early enough nor long enough to provide the opportunity for achieving usable proficiency, nor do the programs provide comparable sequences of study with comparable outcomes.

In comparison, in many countries of the world, it is common practice to provide second language instruction in one or more languages to all children beginning early in their schooling. Such is the case not only for all European countries and Japan, but it is also true of developing nations such as the People's Republic of China, Mexico, and Kuwait, all of which provide second language instruction to all children, beginning in the early elementary years and continuing in an uninterrupted sequence through middle and high school.

(3) Although research indicates that language-minority children may benefit from the concurrent development of two languages, Illinois schools generally do not offer such instruction.

An estimated 10,000 language minority children annually enter Illinois schools with age-level proficiency in their non-English home language. At present, Illinois schools infrequently have programs to preserve and develop these language resources.

Recent research from Yale University indicates that continuing instruction in the home language can enhance the learning of English as well. The researchers found that in young children the simultaneous learning of two languages has a positive effect on the development of cognitive abilities and verbal skills in both languages.

(4) Although the international activities of the United States have shifted from a focus on Europe to encompass more world regions, especially Asia, the range of languages offered in Illinois schools do not reflect this larger scope for world interactions in Illinois and in the nation.

The census of Illinois public school course offerings and enrollments shows that 68.8% of all language offerings in the state are accounted for by Spanish and French. No course offerings or enrollments were reported in the census for such languages as Japanese, Chinese, or Arabic, even though these languages represent countries of importance to the interests of the state and the nation by such criteria as volume of international trade, share of world markets, or proportion of world population.

(5) The forces of change among nations, cited in this paper, which support the need for developing second language proficiency also support the need to develop in students an international point of view. Our citizens must be able to function in a diverse society with many ethnic and cultural systems and they must be able to grasp the world forces affecting their lives--energy, environment, population, poverty, nutrition, finance, trade and technology. As stated by the Council of Chief State School Officers, "the educational system must assure an informed citizenry aware of the political, social and environmental issues of the world."

The evidence suggests that, in order to accomplish this goal, world issues and the ways of other cultures must be integrated throughout the curriculum. The role for the State Board in helping schools develop this worldwide view among students is the one identified by the Chief State School Officers: to foster curriculum development with an international perspective in relevant curricular areas at all grade levels.

These conclusions support the premises and direction of the present Board policy. However, they also indicate that advocacy and technical assistance activities have been insufficient for achieving the objectives of expanded second language learning opportunities, program availability in the elementary schools, and increased attention to the less-commonly-taught languages.

Increasingly, other states which have grappled with this issue have been adopting strategies which contain an element of compulsion or incentive. For example:

New York: Current state regulations require all public school students graduating in 1994 and later to have completed at least two units of a second language by grade nine. Also, all students pursuing a Regents high school diploma, beginning with freshmen in 1988, are required to have completed three units and to pass a comprehensive examination in a second language.

Louisiana: By 1988, all children in grades 4-8 will be required to study a second language, and students leaving grade 8 must attain a score of "intermediate-mid" on the ACTFL oral proficiency test.

Virginia: Beginning with the graduating class of 1988, all college-bound students will be required to complete three years of study in one second language or two years of study in each of two languages for a special diploma.

Texas: Legislation passed in 1983 requires students to complete three years of second language study in order to obtain the type of high school diploma that qualifies them for admission to institutions of higher education.

Iowa: Legislation passed in 1983 provides incentive funding of $50 for each new second language student enrolled in schools.

Maryland: Since 1980 the City of Baltimore Public Schools have required all elementary school children to study a second language and all high school graduates to complete two years of language study.

It is the conclusion of this study that Illinois must take stronger action if it is to meet its compelling interests in relation to second language and international studies. Therefore, it is recommended that the State Board of Education adopt a new policy along with certain actions to improve and expand second language and international studies. These actions are intended to:

(1) provide second language programs which are designed to develop a usable proficiency by beginning in the early elementary years and continuing in an uninterrupted sequence through high school;

(2) guarantee access to these programs for all students;

(3) stimulate enrollments in second language programs;

(4) encourage the offering of concurrent instruction in two languages to language-minority children;

(5) expand the range of languages offered; and

(6) develop the international dimensions of education in relevant curricular areas.

Expansion of second language programs will logically result in a need for increased numbers and competencies of teachers. There is already a slight shortage of second language teachers in Illinois: in September 1985, district superintendents reported ten unfilled positions in Spanish and 42 in bilingual education, and placement directors in Illinois colleges and universities have identified a slight shortage of teachers of German, Spanish, and French. Therefore, the actions to be taken by the Board would also be intended to:

7. seek resources for the further development of skills of present language teachers and an increase in the supply of language teachers.

Such program expansion would also create a need for teaching materials and methods for languages and grade levels not covered by the resources currently available. The Board's action, therefore, would also seek to

8. encourage the development and dissemination of instructional models and materials essential to the implementation of this policy.

RECOMMENDATION

In view of the preceding information, it is recommended that the State Board of Education adopt the following policy and directive related to second language and international studies. *

SECOND LANGUAGE AND INTERNATIONAL STUDIES

It will be the policy of the State Board of Education to work toward establishing the conditions necessary to assure that all students, including those whose native language is other than English, have the opportunity:

To develop usable proficiency in at least one language in addition to English;

To begin second language study in the early elementary years and continue in an uninterrupted sequence through high school;

To choose from a broadened range of language offerings which reflect the worldwide scope of the vital interests of individual citizens, the state, and the nation; and

To acquire an understanding of the international dimensions of relevant subject areas.

The State Board of Education directs the State Superintendent to develop and present to the Board a plan for the timely implementation of the Board's policy, which includes, but is not limited to:

Increasing enrollments in second language programs;

Increasing the number and competencies of second language teachers;

Widely disseminating the results of current research which indicates that the cognitive and verbal abilities of language minority children may be enhanced by the concurrent learning of two languages;

Providing teachers and other professionals opportunities and incentives to participate in exchange and inservice programs that improve their proficiencies in second languages; and

Encouraging the development and dissemination of instructional models and materials.

* This has now been adopted by the State.

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APPENDIX A

Background Papers and Studies

1. Papers Commissioned by the State Board of Education from External Consultants

Robert Blomeyer. Computer-Based Foreign Language Instruction in Illinois Schools: A Review of Literature, Some Preliminary Observations, and Recommendations for Consideration by the Illinois State Board of Education. December 1983.

Mary Clark Fritz. An Integrated Approach for Foreign Language, English as a Second Language, International Studies, and Bilingual Education. January 1984.

Walter Garrett. Education for a Global Age. January 1984.

Viriginia Gramer. Foreign Language and Cultures in Elementary School. January 1984.

Juergen Hoegl. National and State Needs for Foreign Language Learning in Government, Business, Tourism, and Agriculture. February 1984.

Juergen Hoegl. Developing Educational Resources in Illinois: The Role of Foreign Language. February 1984.

Stanley Madeja. The Arts and Culture: An Interface. February 1984.

Alan Purves. The Role of English Language in International Studies. December 1983.

Rudolph Troike. Developing America's Language Resources for the Twenty-First Century: Foreign Language Teaching and Bilingual Education. December 1983.

2. State Board of Education Staff Report on Accomplishments

Illinois State Board of Education. Report on Accomplishments under the Illinois Plan for Foreign Language and International Studies, 1980-1985. March 1984.

3. Citizens Panel Report

State Board Citzens Panel on Foreign Language and International Studies. Education for the Times...in Time. A Report on the Need to Develop the Language Proficiencies and International Perspectives of Illinois Citizens. Springfield: ISBE, 1984.

APPENDIX B

ACTFL PROFICIENCY GUIDELINES

The 1986 proficiency guidelines represent a hierarchy of global characterizations of integrated performance in speaking, listening, reading and writing. Each description is a representative, not an exhaustive, sample of a particular range of ability, and each level subsumes all previous levels, moving from simple to complex in an "all-before-and-more" fashion.

Because these guidelines identify stages of proficiency, as opposed to achievement, they are not intended to measure what an individual has achieved through specific classroom instruction but rather to allow assessment of what an individual can and cannot do, regardless of where, when, or how the language has been learned or acquired; thus, the words "learned" and "acquired" are used in the broadest sense. These guidelines are not based on a particular linguistic theory or pedagogical method, since the guidelines are proficiency-based, as opposed to achievement-based, and are intended to be used for global assessment.

The 1986 guidelines should not be considered the definitive version, since the construction and utilization of language proficiency guidelines is a dynamic, interactive process. The academic sector, like the government sector, will continue to refine and update the criteria periodically to reflect the needs of the users and the advances of the profession. In this vein, ACTFL owes a continuing debt to the creators of the 1982 provisional proficiency guidelines and, of course, to the members of the Interagency Language Roundtable Testing Committee, the creators of the government's Language Skill Level Descriptions.

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A. Ronald Walton

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Generic Descriptions-Speaking

Novice

The Novice level is characterized by the ability to communicate minimally with learned material.

Novice-Low

Oral production consists of isolated words and perhaps a few high-frequency phrases. Essentially no functional communicative ability.

Novice-Mid

Oral production continues to consist of isolated words and learned phrases within very predictable areas of need, although quality is increased. Vocabulary is sufficient only for handling simple, elementary needs and expressing basic courtesies. Utterances rarely consist of more than two or three words and show frequent long pauses and repetition of interlocutor's words. Speaker may have some difficulty producing even the simplest utterances. Some Novice-Mid speakers will be understood only with great difficulty.

Novice-High

Able to satisfy partially the requirements of basic communicative exchanges by relying heavily on learned utterances but occasionally expanding these through simple recombinations of their elements. Can ask questions or make statements involving learned material. Shows signs of spontaneity although this falls short of real autonomy of expression. Speech continues to consist of learned utterances rather than of personalized, situationally adapted ones. Vocabulary centers on areas such as basic objects, places, and most common kinship terms. Pronunciation may still be strongly influenced by first language. Errors are frequent and, in spite of repetition, some Novice-High speakers will have difficulty being understood even by sympathetic interlocutors.

Intermediate

The Intermediate level is characterized by the speaker's ability to:
—create with the language by combining and recombining learned elements, though primarily in a reactive mode;
—initiate, minimally sustain, and close in a simple way basic communicative tasks; and
—ask and answer questions.

Intermediate-Low

Able to handle successfully a limited number of interactive, task-oriented and social situations. Can ask and answer questions, initiate and respond to simple statements and maintain face-to-face conversation, although in a highly restricted manner and with much linguistic inaccuracy. Within these limitations, can perform such tasks as introducing self, ordering a meal, asking directions, and making purchases. Vocabulary is adequate to express only the most elementary needs. Strong interference from native language may occur. Misunderstandings frequently arise, but with repetition, the Intermediate-Low speaker can generally be understood by sympathetic interlocutors.

Intermediate-Mid

Able to handle successfully a variety of uncomplicated, basic and communicative tasks and social situations. Can talk simply about self and family members. Can ask and answer questions and participate in simple conversations on topics beyond the most immediate needs; e.g., personal history and leisure time activities. Utterance length increases slightly, but speech may continue to be characterized by frequent long pauses, since the smooth incorporation of even basic conversational strategies is often hindered as the speaker struggles to create appropriate language forms. Pronunciation may continue to be strongly influenced by first language and fluency may still be strained. Although misunderstandings still arise, the Intermediate-Mid speaker can generally be understood by sympathetic interlocutors.

Intermediate-High

Able to handle successfully most uncomplicated communicative tasks and social situations. Can initiate, sustain, and close a general conversation with a number of strategies appropriate to a range of circumstances and topics, but errors are evident. Limited vocabulary still necessitates hesitation and may bring about slightly unexpected circumlocution. There is emerging evidence of connected discourse, particularly for simple narration and/or description. The Intermediate-High speaker can generally by understood even by interlocutors not accustomed to dealing with speakers at this level, but repetition may still be required.

Advanced

The Advanced level is characterized by the speaker's ability to:
—converse in a clearly participatory fashion;
—initiate, sustain, and bring to closure a wide variety of communicative tasks, including those that require an increased ability to convey meaning with diverse language strategies due to a complication or an unforeseen turn of events;
—satisfy the requirements of school and work situations; and
—narrate and describe with paragraph-length connected discourse.

Advanced	Able to satisfy the requirements of everyday situations and routine school and work requirements. Can handle with confidence but not with facility complicated tasks and social situations, such as elaborating, complaining, and apologizing. Can narrate and describe with some details, linking sentences together smoothly. Can communicate facts and talk casually about topics of current public and personal interest, using general vocabulary. Shortcomings can often be smoothed over by communicative strategies, such as pause fillers, stalling devices, and different rates of speech. Circumlocution which arises from vocabulary or syntactic limitations very often is quite successful, though some groping for words may still be evident. The Advanced-level speaker can be understood without difficulty by native interlocutors.
Advanced-Plus	Able to satisfy the requirements of a broad variety of everyday, school, and work situations. Can discuss concrete topics relating to particular interests and special fields of competence. There is emerging evidence of ability to support opinions, explain in detail, and hypothesize. The Advanced-Plus speaker often shows a well developed ability to compensate for an imperfect grasp of some forms with confident use of communicative strategies, such as paraphrasing and circumlocution. Differentiated vocabulary and intonation are effectively used to communicate fine shades of meaning. The Advanced-Plus speaker often shows remarkable fluency and ease of speech but under the demands of Superior-level, complex tasks, language may break down or prove inadequate.
Superior	The Superior level is characterized by the speaker's ability to: —participate effectively in most formal and informal conversations on practical, social, professional, and abstract topics; and —support opinions and hypothesize using native-like discourse strategies.
Superior	Able to speak the language with sufficient accuracy to participate effectively in most formal and informal conversations on practical, social, professional, and abstract topics. Can discuss special fields of competence and interest with ease. Can support opinions and hypothesize, but may not be able to tailor language to audience or discuss in depth highly abstract or unfamiliar topics. Usually the Superior level speaker is only partially familiar with regional or other dialectical variants. The Superior level speaker commands a wide variety of interactive strategies and shows good awareness of discourse strategies. The latter involves the ability to distinguish main ideas from supporting information through syntactic, lexical and suprasegmental features (pitch, stress, intonation). Sporadic errors may occur, particularly in low-frequency structures and some complex high-frequency structures more common to formal writing, but no patterns of error are evident. Errors do not disturb the native speaker or interfere with communication.

Generic Descriptions–Listening

These guidelines assume that all listening tasks take place in an authentic environment at a normal rate of speech using standard or near-standard norms.

Novice-Low	Understanding is limited to occasional isolated words, such as cognates, borrowed words, and high-frequency social conventions. Essentially no ability to comprehend even short utterances.
Novice-Mid	Able to understand some short, learned utterances, particularly where context strongly supports understanding and speech is clearly audible. Comprehends some words and phrases from simple questions, statements, high-frequency commands and courtesy formulae about topics that refer to basic personal information or the immediate physical setting. The listener requires long pauses for assimilation and periodically requests repetition and/or a slower rate of speech.
Novice-High	Able to understand short, learned utterances and some sentence-length utterances, particularly where context strongly supports understanding and speech is clearly audible. Comprehends words and phrases from simple questions, statements, high-frequency commands and courtesy formulae. May require repetition, rephrasing and/or a slowed rate of speech for comprehension.
Intermediate-Low	Able to understand sentence-length utterances which consist of recombinations of learned elements in a limited number of content areas, particularly if strongly supported by the situational context. Content refers to basic personal background and needs, social conventions and routine tasks, such as getting meals and receiving simple instructions and directions. Listening tasks pertain primarily to spontaneous face-to-face conversations. Understanding is often uneven; repetition and rewording may be necessary. Misunderstandings in both main ideas and details arise frequently.

Intermediate-Mid	Able to understand sentence-length utterances which consist of recombinations of learned utterances on a variety of topics. Content continues to refer primarily to basic personal background and needs, social conventions and somewhat more complex tasks, such as lodging, transportation, and shopping. Additional content areas include some personal interests and activities, and a greater diversity of instructions and directions. Listening tasks not only pertain to spontaneous face-to-face conversations but also to short routine telephone conversations and some deliberate speech, such as simple announcements and reports over the media. Understanding continues to be uneven.
Intermediate-High	Able to sustain understanding over longer stretches of connected discourse on a number of topics pertaining to different times and places; however, understanding is inconsistent due to failure to grasp main ideas and/or details. Thus, while topics do not differ significantly from those of an Advanced level listener, comprehension is less in quantity and poorer in quality.
Advanced	Able to understand main ideas and most details of connected discourse on a variety of topics beyond the immediacy of the situation. Comprehension may be uneven due to a variety of linguistic and extralinguistic factors, among which topic familiarity is very prominent. These texts frequently involve description and narration in different time frames or aspects, such as present, nonpast, habitual, or imperfective. Texts may include interviews, short lectures on familiar topics, and news items and reports primarily dealing with factual information. Listener is aware of cohesive devices but may not be able to use them to follow the sequence of thought in an oral text.
Advanced-Plus	Able to understand the main ideas of most speech in a standard dialect; however, the listener may not be able to sustain comprehension in extended discourse which is propositionally and linguistically complex. Listener shows an emerging awareness of culturally implied meanings beyond the surface meanings of the text but may fail to grasp sociocultural nuances of the message.
Superior	Able to understand the main ideas of all speech in a standard dialect, including technical discussion in a field of specialization. Can follow the essentials of extended discourse which is propositionally and linguistically complex, as in academic/professional settings, in lectures, speeches, and reports. Listener shows some appreciation of aesthetic norms of target language, of idioms, colloquialisms, and register shifting. Able to make inferences within the cultural framework of the target language. Understanding is aided by an awareness of the underlying organizational structure of the oral text and includes sensitivity for its social and cultural references and its affective overtones. Rarely misunderstands but may not understand excessively rapid, highly colloquial speech or speech that has strong cultural references.
Distinguished	Able to understand all forms and styles of speech pertinent to personal, social and professional needs tailored to different audiences. Shows strong sensitivity to social and cultural references and aesthetic norms by processing language from within the cultural framework. Texts include theater plays, screen productions, editorials, symposia, academic debates, public policy statements, literary readings, and most jokes and puns. May have difficulty with some dialects and slang.

Generic Descriptions–Reading

These guidelines assume all reading texts to be authentic and legible.

Novice-Low	Able occasionally to identify isolated words and/or major phrases when strongly supported by context.
Novice-Mid	Able to recognize the symbols of an alphabetic and/or syllabic writing system and/or a limited number of characters in a system that uses characters. The reader can identify an increasing number of highly contextualized words and/or phrases including cognates and borrowed words, where appropriate. Material understood rarely exceeds a single phrase at a time, and rereading may be required.
Novice-High	Has sufficient control of the writing system to interpret written language in areas of practical need. Where vocabulary has been learned, can read for instructional and directional purposes standardized messages, phrases or expressions, such as some items on menus, schedules, timetables, maps, and signs. At times, but not on a consistent basis, the Novice-High level reader may be able to derive meaning from material at a slightly higher level where context and/or extralinguistic background knowledge are supportive.

Intermediate-Low	Able to understand main ideas and/or some facts from the simplest connected texts dealing with basic personal and social needs. Such texts are linguistically noncomplex and have a clear underlying internal structure, for example chronological sequencing. They impart basic information about which the reader has to make only minimal suppositions or to which the reader brings personal interest and/or knowledge. Examples include messages with social purposes or information for the widest possible audience, such as public announcements and short, straightforward instructions dealing with public life. Some misunderstandings will occur.
Intermediate-Mid	Able to read consistently with increased understanding simple connected texts dealing with a variety of basic and social needs. Such texts are still linguistically noncomplex and have a clear underlying internal structure. They impart basic information about which the reader has to make minimal suppositions and to which the reader brings personal interest and/or knowledge. Examples may include short, straightforward descriptions of persons, places, and things written for a wide audience.
Intermediate—High	Able to read consistently with full understanding simple connected texts dealing with basic personal and social needs about which the reader has personal interest and/or knowledge. Can get some main ideas and information from texts at the next higher level featuring description and narration. Structural complexity may interfere with comprehension; for example, basic grammatical relations may be misinterpreted and temporal references may rely primarily on lexical items. Has some difficulty with the cohesive factors in discourse, such as matching pronouns with referents. While texts do not differ significantly from those at the Advanced level, comprehension is less consistent. May have to read material several times for understanding.
Advanced	Able to read somewhat longer prose of several paragraphs in length, particularly if presented with a clear underlying structure. The prose is predominantly in familar sentence patterns. Reader gets the main ideas and facts and misses some details. Comprehension derives not only from situational and subject matter knowledge but from increasing control of the language. Texts at this level include descriptions and narrations such as simple short stories, news items, bibliographical information, social notices, personal correspondence, routinized business letters and simple technical material written for the general reader.
Advanced-Plus	Able to follow essential points of written discourse at the Superior level in areas of special interest or knowledge. Able to understand parts of texts which are conceptually abstract and linguistically complex, and/or texts which treat unfamiliar topics and situations, as well as some texts which involve aspects of target-language culture. Able to comprehend the facts to make appropriate inferences. An emerging awareness of the aesthetic properties of language and of its literary styles permits comprehension of a wider variety of texts, including literary. Misunderstandings may occur.
Superior	Able to read with almost complete comprehension and at normal speed expository prose on unfamiliar subjects and a variety of literary texts. Reading ability is not dependent on subject matter knowledge, although the reader is not expected to comprehend thoroughly texts which are highly dependent on knowledge of the target culture. Reads easily for pleasure. Superior-level texts feature hypotheses, argumentation and supported opinions and include grammatical patterns and vocabulary ordinarily encountered in academic/professional reading. At this level, due to the control of general vocabulary and structure, the reader is almost always able to match the meanings derived from extralinguistic knowledge with meanings derived from knowledge of the language, allowing for smooth and efficient reading of diverse texts. Occasional misunderstandings may still occur; for example, the reader may experience some difficulty with unusually complex structures and low-frequency idioms. At the Superior level the reader can match strategies, top-down or bottom-up, which are most appropriate to the text. (Top-down strategies rely on real-world knowledge and prediction based on genre and organizational scheme of the text. Bottom-up strategies rely on actual linguistic knowledge.) Material at this level will include a variety of literary texts, editorials, correspondence, general reports and technical material in professional fields. Rereading is rarely necessary, and misreading is rare.
Distinguished	Able to read fluently and accurately most styles and forms of the language pertinent to academic and professional needs. Able to relate inferences in the text to real-world knowledge and understand almost all sociolinguistic and cultural references by processing language from within the cultural framework. Able to understand a writer's use of nuance and subtlety. Can readily follow unpredictable turns of thought and author intent in such materials as sophisticated editorials, specialized journal articles, and literary texts such as novels, plays, poems, as well as in any subject matter area directed to the general reader.

Generic Descriptions–Writing

Novice-Low	Able to form some letters in an alphabetic system. In languages whose writing systems use syllabaries or characters, writer is able to both copy and produce the basic strokes. Can produce romanization of isolated characters, where applicable.

Novice-Mid	Able to copy or transcribe familiar words or phrases and reproduce some from memory. No practical communicative writing skills.
Novice-High	Able to write simple fixed expressions and limited memorized material and some recombinations thereof. Can supply information on simple forms and documents. Can write names, numbers, dates, own nationality, and other simple autobiographical information as well as some short phrases and simple lists. Can write all the symbols in an alpahbetic or syllabic system or 50-100 characters or compounds in a character writing system. Spelling and representation of symbols (letters, syllables, characters) may be partially correct.
Intermediate-Low	Able to meet limited practical writing needs. Can write short messages, postcards, and take down simple notes, such as telephone messages. Can create statements or questions within the scope of limited language experience. Material produced consists of recombinations of learned vocabulary and structures into simple sentences on very familiar topics. Language is inadequate to express in writing anything but elementary needs. Frequent errors in grammar, vocabulary, punctuation, spelling and in formation of nonalphabetic symbols, but writing can be understood by natives used to the writing of nonnatives.
Intermediate-Mid	Able to meet a number of practical writing needs. Can write short, simple letters. Content involves personal preferences, daily routine, everyday events, and other topics grounded in personal experience. Can express present time or at least one other time frame or aspect consistently, e.g., nonpast, habitual, imperfective. Evidence of control of the syntax of noncomplex sentences and basic inflectional morphology, such as declensions and conjugation. Writing tends to be a loose collection of sentences or sentence fragments on a given topic and provides little evidence of conscious organization. Can be understood by natives used to the writing of nonnatives.
Intermediate-High	Able to meet most practical writing needs and limited social demands. Can take notes in some detail on familiar topics and respond in writing to personal questions. Can write simple letters, brief synopses and paraphrases, summaries of biographical data, work and school experience. In those languages relying primarily on content words and time expressions to express time, tense, or aspect, some precision is displayed; where tense and/or aspect is expressed through verbal inflection, forms are produced rather consistently, but not always accurately. An ability to describe and narrate in paragraphs is emerging. Rarely uses basic cohesive elements, such as pronominal substitutions or synonyms in written discourse. Writing, though faulty, is generally comprehensible to natives used to the writing of nonnatives.
Advanced	Able to write routine social correspondence and join sentences in simple discourse of at least several paragraphs in length on familiar topics. Can write simple social correspondence, take notes, write cohesive summaries and resumes, as well as narratives and descriptions of a factual nature. Has sufficient writing vocabulary to express self simply with some circumlocution. May still make errors in punctuation, spelling, or the formation of nonalphabetic symbols. Good control of the morphology and the most frequently used syntactic structures, e.g., common word order patterns, coordination, subordination, but makes frequent errors in producing complex sentences. Uses a limited number of cohesive devices, such as pronouns, accurately. Writing may resemble literal translations from the native language, but a sense of organization (rhetorical structure) is emerging. Writing is understandable to natives not used to the writing of nonnatives.
Advanced-Plus	Able to write about a variety of topics with significant precision and in detail. Can write most social and informal business correspondence. Can describe and narrate personal experiences fully but has difficulty supporting points of view in written discourse. Can write about the concrete aspects of topics relating to particular interests and special fields of competence. Often shows remarkable fluency and ease of expression, but under time constraints and pressure writing may be inaccurate. Generally strong in either grammar or vocabulary, but not in both. Weakness and unevenness in one of the foregoing or in spelling or character writing formation may result in occasional miscommunication. Some misuse of vocabulary may still be evident. Style may still be obviously foreign.
Superior	Able to express self effectively in most formal and informal writing on practical, social and professional topics. Can write most types of correspondence, such as memos as well as social and business letters, and short research papers and statements of position in areas of special interest or in special fields. Good control of a full range of structures, spelling or nonalphabetic symbol production, and a wide general vocabulary allow the writer to hypothesize and present arguments or points of view accurately and effectively. An underlying organization, such as chronological ordering, logical ordering, cause and effect, comparison, and thematic development is strongly evident, although not thoroughly executed and/or not totally reflecting target language patterns. Although sensitive to differences in formal and informal style, still may not tailor writing precisely to a variety of purposes and/or readers. Errors in writing rarely disturb natives or cause miscommunication.

APPENDIX C

Lt. Gov. George Ryan's Remarks

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Kenny was a truly fine human being who endeared himself to thousands with his integrity, loyalty, and good humor. We shall miss him very much.

Edward H. Armstrong, editor of the State Journal-Register and Ken Watson's colleague for 30 years, wrote the following tribute to our friend and I ask that it be printed in the RECORD.

The article follows:

A TRUE GENTLEMAN OF THE PRESS

(By Ed Armstrong)

Ken Watson was a gentleman in the truest sense of the word. So it was with a feeling of shock and sadness that friends and co-workers learned of his death in the midst of the holiday season.

I was not one of Ken's close friends who shared the daily lunch table with him at Norb Andy's, but as one who worked with him for more than 30 years, I appreciated his skill as a journalist and admired him even more as a person.

Ken appeared to be rather shy, yet he genuinely liked people. And he lived the Golden Rule, treating others the way he wanted to be treated. If he wrote critically or pessimistically, it was out of a sense of duty to be objective, not out of any vindictiveness or any desire to see bad things happen.

Ken had more tragedy in his life than most of us experience, but he seldom complained.

He was nearing 40 when he and Anne Lavin were married. They seemed to be a truly happily married couple, sharing love and respect. But within a few years Anne was stricken with cancer and she died just 10 years after they were wed.

It was perhaps three years later that on a bitter winter morning Ken came to work in obvious ill health. The late Dan Cronin insisted that Ken go to the hospital, and, over his protestations, took him there. Within hours Ken underwent surgery for replacement of a heart valve.

Eventually, he had to have that surgery repeated. Then on New Year's day of 1984 he slipped on ice in the parking lot near his apartment and suffered a broken leg.

Amidst all these personal difficulties he retained this sense of humor and was generally an optimist. He was looking forward to probable early retirement for travel and fun when fate took him all too soon.

In addition to family and friends, two things seemed most important to Ken: politics and sports. Writing about politics was his vocation; talking about it was an avocation.

His other principal avocation was rooting on Riverton High School basketball teams, University of Illinois football and basketball teams and the St. Louis baseball Cardinals.

He was such a U of I partisan that friends jokingly spread the story that he suffered his New Year's Day broken leg last year kicking his TV set because the Illini fared so poorly in the Rose Bowl.

Ken's love of sports surfaced in the similes that often appeared in his columns, comparing situations in politics and government with the fortunes or misfortunes of college and professional sports figures or teams.

His vacations frequently coincided with Cardinals vs. Cubs series in St. Louis and Chicago.

Ken was not cut out for the mechanical age into which he was born. His close friends tell stories about his problems behind the wheel of his car. I saw first hand his encounters with present day electronics.

Using the manual typewriters he grew up with, his fingers flew over the keys in fits and spurts, as he cranked out copy in a hurry on a breaking story. When we switched to electric typewriters, he typed with the same fits and spurts as the words came to mind. He was the only person I ever knew who could type an uneven line or put one letter on top of another with an electric typewriter.

We knew that using computer terminals instead of typewriters would be a challenge for Ken, and it was—so much so that he never wrote his column on the terminal but wrote it on a typewriter then retyped it into the terminal.

But it was also Ken's assignment from time to time to edit copy for the editorial page, and that had to be done on the terminal. He met the challenge, just as he met so many other challenges in life.

All of us have our foibles. Ken had his share, but he also had a knack of laughing at himself, and the rest of us laughed with him, not at him. He had much pride but little vanity.

I'm sure many readers miss his analyses and evaluations from "under the statehouse dome," but even more than his work, we who knew him well will miss Ken Watson the person—a warm, friendly, caring, intensely loyal human being.●

LT. GOV. GEORGE RYAN OF ILLINOIS

● Mr. SIMON. Mr. President, Lt. Gov. George Ryan of Illinois made a talk to the International Business Council of Mid America pointing out the need for foreign language study as a key to business growth.

That is becoming more widely recognized in the House and in the Senate.

Last year, I am pleased to say, with an overwhelming bipartisan vote, the House of Representatives passed a bill of mine to encourage foreign language study in the schools of the Nation. There has been substantial indication of support for efforts in that direction among Senators also. And members of the administration have expressed concern about our language deficiencies, including Secretary of Defense Caspar Weinberger and CIA Director William Casey.

Lieutenant Governor Ryan makes a great deal of sense in his speech and I urge my colleagues in the House and Senate to read his remarks which I ask to be inserted in the RECORD.

The remarks follow:

REMARKS DELIVERED TO INTERNATIONAL BUSINESS COUNCIL MID AMERICA—HUB III, WEDNESDAY, NOVEMBER, 14, 1984, CHICAGO, IL.—LT. GOV. GEORGE RYAN

Good afternoon. It is a pleasure to join the International Business Council Mid America in HUB Three—bringing a special focus to high schools, universities, and businesses in a Third Annual Conference. The theme for the Conference, as you know, is "Bringing Together the Worlds of Education and International Business," and I feel privileged to have this opportunity to offer my views on one aspect of that goal. I come before you today to address "the need for mobilizing resources within the State to create jobs in international trade."

I consider this an important subject, because like many business observers, I'm convinced that our future economic prosperity in Illinois will depend on our ability to export our products and services abroad. During these 1st two years of my term as Lieutenant Governor, I've spent a great deal of time talking about the need for us to expand our export capabilities in Illinois—especially among our small and medium sized businesses. I want to share my views on that with you today, and then expand my topic a bit to reflect the theme of this Conference. That is, examine how we must use our *educational* resources to enhance our international perspective and help create an export-oriented economy.

Illinois, perhaps more than many other states, has long recognized the importance of exports to our economy. Whether it's marketing Illinois coal, selling our agricultural products, or promoting foreign investment and tourism, our economic prosperity in Illinois is inexorably linked to international trade. There is already a significant "international presence" in Chicago as more than 80 international banks have branches or representative offices and more than 60 nations maintain consulates here. In agricultural products, Illinois ranks number one in exports. In manufactured goods, we rank third among the states in exports. Overall, our state rings up more than 19 billion dollars annually in export sales.

What this means, of course, is jobs—more than 500,000 jobs for Illinoisans. The U.S. Department of Commerce estimates that every $1 billion in exports translates into about 25,000 jobs in the economy. The Department also estimates that almost 80% of *all new* jobs created in the United States are export related.

In Illinois, we believe the greatest potential for creating these new jobs through exports and promoting economic development is with small and medium sized businesses. Currently, this sector is believed to account for no more than 10% of total exports. And it's an under-tapped resource nationwide as well. At least 30,000 small and medium size businesses in this country have *the potential* to competitively and profitably market their products overseas, *but do not.*

We're working to change that in Illinois. Recognizing that the lack of financing is the single greatest impediment to exporting by small firms, the State Legislature last year passed significant new legislation. This new law created the Illinois Export Development Authority to help provide financing. The General Assembly asked me as Lieutenant Governor to chair the Authority, and Governor Thompson has now appointed the other members. At its first meeting, held last month, the Authority agreed to aim to be fully operational by mid-1985, providing a new source of capital to be used exclusively for the financing of pre-shipment and post-shipment of exports by small and medium sized firms. This new capital source will be made available to Illinois financial institutions to be used in their local communities. We're moving quickly to develop operational guidelines so that we can fully tap the export potential of Illinois' small businesses.

A companion bill to this legislation created an Illinois Export Council, which I also chair. We have already begun to examine ways that existing state resources can be redirected to promote an exporting awareness among Illinois' 250,000 small businesses. One of the Councils overall goals is to ensure that small business development and export promotion are mutually supportive strategies for our economic development in Illinois.

One way to do that is to go to the experts: the small business owners and operators themselves. In May of this year, we did just that when I had the privilege of convening the Illinois Conference on Small Business.

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This 2-day meeting drew over 400 delegates from throughout the State to discuss a variety of issues affecting small business. Through its discussions, the Conference stressed the importance of small business expansion in the international marketplace. Delegates pointed out that the efficiency of small business is really our best weapon against foreign competition and our best bet for maintaining continued economic growth and expansion. Consider that global competition today places at least three demands on companies: that they be highly innovative; readily adaptable to changing markets; and have workers who are flexible enough to learn new tasks quickly. Small businesses meet those criteria easily. Because of that, the Conference attendees agreed that in many ways small and medium sized companies offer America's best hope of regaining competitiveness in the world market.

The 1984 Conference on Small Business also recognized that government must play the leading role in providing a well-educated work force—a crucial ingredient for businesses to compete in international markets. Specifically, the Conference formally recommended that government improve the availability of information on international trade requirements, techniques, and opportunities by encouraging foreign language and cross-culture training at all levels of education. Delegates pointed out that many small business people lack the market and cultural sophistication in dealing with foreign buyers. The customs and marketing strategies used successfully in domestic sales may simply not work when dealing with buyers from Asia or Europe. This lack of expertise and the mysticism that sometimes surrounds international transactions is often an effective barrier for small business people seeking to enter the international marketplace. The small business conference delegates recognize that without foreign language training, Americans engaged in business abroad are at a distinct disadvantage. After all, "the language of business is the language of your client." Experience and statistics clearly demonstrate that the single effective method of developing overseas sales is through personal contact. In short, these delegates reflected a growing awareness within the business community that increasingly competitive world markets demand sensitivity to, and communicative competence in, the language and cultural background of foreign customers.

This touches on the theme of this Conference and is what I'd like to discuss now in greater detail. That is, how can we use our educational resources to enhance international trade, and what should we do to act?

In doing some of the research on this subject of education and language proficiency and the relationship to international trade, I've discovered a wealth of information available. There have been a multitude of reports and studies already completed. Among them:

1. The 1979 Report of a Statewide Task Force on Foreign Language and International Studies—a group appointed by the Illinois Superintendent of Education. Their report, known as the "Illinois Plan" recommended a 5-year phased-in program for local districts to improve foreign language instruction in Illinois schools but contained no mandates for implementation.

2. The Report of the President's Commission on Foreign Language and International Studies (1979). The Commission, in examining the problem, said "Americans' incompetence in foreign languages is nothing short of scandalous and it is becoming worse."

3. The Report of the National Commission on Excellence in Education, submitted to the U.S. Secretary of Education (1983). This document recommended that language learning for all children begin in elementary school.

4. The July, 1984 Preliminary Report of the Illinois Commission on the Improvement of Elementary and Secondary Education—a bipartisan legislative body, and

5. The May, 1984 Report of the Citizens Panel on Foreign Language and International Studies—another group appointed by the Illinois Superintendent of Education. This excellent report, submitted to the State Board, was entitled "Education for the Times . . . In Time—A Report on the Need to Develop the Language Proficiencies and International Perspectives of Illinois Citizens."

Each of these documents reviewed many different problems of our educational system but all cited in some way our deficiencies in foreign languages and international studies.

I must admit that as a parent and public official, I was previously unaware of the real importance of foreign language learning for students. During the course of my research, in reviewing all of these studies, I discovered facts that I consider nothing short of learning—facts such as these:

A 1980 State-by-State survey of high school diploma requirements found that only 8 states require high schools to offer foreign language instruction, but none required students to take the courses.

Only approximately 25% of Illinois high school students have studied a 2nd language. And, even though it is generally accepted that four to six years of study are needed for minimal proficiency, only approximately 3% continue language learning beyond the 2nd year of study.

Only approximately 1% of high school students study the less common languages—such as Japanese, Chinese, Russian, and Arabic—yet these are of critical importance in the world today, being spoken by more than 80% of the world's population.

Only 8% of American colleges and universities now require a foreign language for admission, compared with 34% in 1966.

The U.S. appears alone among developed nations in its attitude towards foreign language learning. Consider, for example, that

In Germany, 2 foreign languages are learned by students beginning in the 5th and 6th grades.

In France, foreign language learning begins in the 6th grade in one language and a second begins in the ninth grade.

In Japan, an estimated 80% of all students take foreign languages beginning in sixth grade.

In Russia, nearly all students study at least one foreign language in high school.

The 1979 President's Commission reported that our weakness in foreign language learning "pose a threat to America's security and economic viability."

This last point, economic viability, is the focus of my remarks today. As Lieutenant Governor and Chairman of the Illinois Export Council and Export Development Authority, I'm concerned about our ability to function in the world marketplace. Our exports mean jobs for our people. There's no question that much of our future economic growth in Illinois will come from international trade. Our business must compete in a world economy. But our lack of foreign language competence will undoubtedly diminish our ability to compete effectively.

As in so many areas, we can point to the Japanese as a prime example. I don't believe the Japanese are technologically superior to us, nor are their workers any better. But, there are an estimated 10,000 English-speaking Japanese in this country representing Japan's businesses. In contrast, only a few hundred American business representatives are in Japan and only a handful are proficient in Japanese. The lesson to be learned here is clear—our economic viability does rest on language proficiency. A former U.S. Assistant Secretary of Commerce has stated and I quote: "Our linguistic parochialism has had a negative effect on our trade balance. In fact, it is one of the most subtle nontariff barriers to our export expansion."

But even beyond clear business considerations, we must also recognize that foreign language learning and international studies are important in understanding other cultures. The world is growing smaller and our children must be prepared to interact with other peoples. My friend (and former Lieutenant Governor) Paul Simon very eloquently stated this when he wrote and I quote: "Language is a key to opening minds and attitudes. To speak, read, write, and understand another language is the beginning of understanding other people. If we do not understand others' dreams, hopes, and miseries—if we live in a narrow, closeted world—we will fail to elect and select leaders who can take us down the difficult pathway to peace. Leadership cannot be too far ahead of those who follow or it is no longer leadership. A self-centered uninformed public is unlikely to choose those who will make the hard decisions necessary for building a solid foundation for world peace and justice." End Quote.

Congressman Simon attempted to address the need for foreign language competence by introducing the Foreign Language Assistance for National Security Act of 1983. This bill passed the House but unfortunately died in the Senate. It would have provided grants to promote the growth of, and improve the quality of, foreign language instruction at the elementary, secondary, and post-secondary levels. The bill would have been a good first step, and I hope Paul Simon reintroduces it in the U.S. Senate next year.

We must realize, of course, that language competence cannot be established overnight. But it is necessary that we as a society recognize the importance of developing the foreign language competence and international sensitivities of our students. In my opinion, foreign languages and international studies should be considered an integral part of the curriculum in our schools. They should be viewed as every bit as basic and fundamental as English, Math, Science, and Social Studies (and as important as the newly-recommended training in computer science). In its report entitled "A Nation at Risk" the National Commission on Excellence in Education agreed that curriculum standards must be strengthened and said and I quote:

"Achieving proficiency in a foreign language ordinarily requires from 4 to 6 years of study and should, therefore, be started in the elementary grades. We believe it is desirable that students achieve such proficiency because study of a foreign language introduces students to non-English speaking cultures, heightens awareness and comprehension of one's native tongue, and serves the Nation's needs in commerce, diplomacy, defense, and education."

In short, while I agree with the view that our school should "return to the basics," I believe we must include this issue of language competence in the overall discussion of education reform—in Illinois and throughout the nation.

Certainly, basic skills are important. We have young people graduating from our schools without having obtained the necessary knowledge to successfully compete in a

rapidly changing society. The people of this State have long demanded an excellent educational system. But the quality of our educational system is determined, finally, by what our children learn—and then what they can do with that knowledge.

Historically, the State has promoted local control of schools and has confined its role to suggesting means of improvement. State mandates and regulations may conflict with local priorities and in many cases are not adequately funded.

Traditionally, I have opposed many State mandates on local schools. But this is the time when educational reform is being thoroughly discussed. All of us—local officials, legislators, educators, business people, and parents—must examine the organization and funding of our schools. We must evaluate the curriculum and review standards. We must fundamentally redefine our commitment to education—what we want to achieve and how we want to achieve it. It is within the context of this debate that I believe we must examine the importance of foreign language competence.

In my view, a persuasive case has been made for the compelling need to develop, through our educational system in this State, the language competence and international sensitivities of our citizens. Foreign language proficiency clearly plays a fundamental role in technology transfer for economic development. Language learning has a clear, positive effect on the acquisition of verbal and other cognitive skills. And in Illinois, one of the nation's leading exporting states, our future economic strength—in trade, industry, finance, agriculture, and tourism—rests on our foreign language competence and our understanding of other cultures. World markets are increasingly competitive, and as I mentioned, business leaders are increasingly recognizing the fact that the language of international business is the language spoken by present and potential customers.

What, then, should be done?

On the national level, President Reagan declared: "I urge parents and community and business leaders alike to join educators in encouraging our youth to begin the study of foreign language at an early age and to continue the study of this language until a significant level of proficiency has been achieved." Both Houses of Congress have adopted a resolution recommending "the strengthening of the study of foreign languages and cultures," and I previously mentioned Congressman Simon's legislation.

The National Commission on Excellence in Education recommended sweeping educational reforms, but stated that states and localities have "the primary responsibility for financing and governing the schools. . . ." Yet at the same time the Commission said that the Federal Government should identify *and help fund* "the national interest in education." With *all* the reforms, the question is, who pays? I believe we should expect that no concrete corrective measures will be undertaken immediately at the Federal level to address the need for language competence.

So what should we do at the State level? I believe we should act immediately to implement the recommendations of the report submitted by the State Board Citizens Panel in May of this year. Specifically, we should recognize Foreign Languages and International Studies as a "fundamental area of learning." We should begin now to phase in a comprehensive program to improve and expand the teaching of languages and international studies—beginning in the elementary grades and continuing at least through our secondary schools.

We in Illinois have already identified the problem and taken *some* steps to address it. The "Illinois Plan" approved in 1979 has already provided 5 years of experience, data collection, and technical assistance. In early 1984, the Chicago Board of Education adopted a 2-year language requirement for high school graduation—a mandate applying to over 116,000 high school students in the city. These are good first steps, but we must make the firm commitment to provide foreign language instruction to *all* our students in Illinois.

We must act now. As recommended by the Citizens Panel, we should develop the necessary staff improvements, curriculum changes, public support, and implementation strategies to help assure the language competence and international sensitivities of our children. Local school districts are simply not presently responding adequately to this need. Therefore, the State should now launch a bold initiative to commit the resources necessary to support implementation of a comprehensive program. We need decisive leadership from the State Board, the Governor, and the General Assembly—and we need to generate the support of the public by assuring they understand the importance of langage and international studies. I believe the public *will* understand—a University of Michigan survey reported that 75% of Americans believe that language learning *should begin* in elementary schools.

The National Commission on Excellence in Education and the Illinois State Board of Education have both *urged* that language learning for *all* children begin in elementary school—and should continue for 4–6 years. To assure our future economic viability, we should make this recommendation a requirement. The time has come to move beyond recommendations and *act* to implement them.

The 1985 Session of the Legislature will surely deal with the subject of educational reform. Problems must be dealt with and solutions must be found. Some solutions may be costly. But there can be no quick fix. The National Commission on Excellence in Education warned of a "rising tide of mediocrity" in our schools. The President has called for implementing the proposed reforms at a cost of $14 billion to states and local communities. Clearly, a solution of this magnitude will require a joint, concerted effort by state and local governments *and* the federal government.

But we have no alternative. Our nation's strength will be based on the knowledge acquired by our children. If we allow our schools to graduate "mediocre" students, our economic competitiveness will surely suffer.

The current climate for educational reform provides us the opportunity to make the necessary changes so that our children are prepared for the future. Languages and international studies *are* linked to excellence in education—we must understand they are as fundamental to a sound education as reading, writing, and arithmetic.

The Citizens Panel dedicated its report to the class of 2001—pointing out that children born this year (including my grandson) will likely graduate from high school in that year. Our education system must prepare them for living and working in an ever-shrinking world. As evidenced by events of the past decade—with oil and grain embargoes, increasing 3rd world debt, and advancing technology—the world's economy is totally interdependent. Americans must have a clear understanding of world issues—and to gain that understanding we *must* increase our language competence and our sensitivities to other cultures. We *must* begin now to improve our educational system, so that our children (and our grandchildren) will be prepared for the world of the 21st century.●

THE 67TH ANNIVERSARY OF THE PROCLAMATION OF INDEPENDENCE IN UKRAINE

● Mr. D'AMATO. Mr. President, today marks the 67th anniversary of the January 1918 proclamation of independence in Ukraine. This proclamation in Kiev was the culmination of the Ukrainian national movement, which followed the fall of the Russian czar, and the triumph over 200 years of imperialistic Russian rule. The Ukrainian Republic, however, was forced to wage a defensive war against the Red and White Russians in the east, and against the Poles in the west. By 1920, the Communists shattered the Ukrainian defense, and succeeded in occupying Ukraine.

Each July Fourth, citizens of the United States celebrate the birth of their independence. January 22 should be a similarly great day for all Ukrainians. Unfortunately, it is not. The 50 million people in Ukraine are forbidden to celebrate this date by the oppressive Russian Government. Moreover, any nationalistic movement from Ukraine, on this, or any other day, is instantly squelched, and "perpetrators" are imprisoned for "anti-Soviet behavior" pursuant to the Soviet criminal code.

For over 3 million Ukrainians and their descendents living outside Ukraine, the freedom and independence of Ukraine are of paramount importance. Observances held to commemorate Ukrainian independence are a constant reminder to the world that Ukraine was independent, at one time, and that the international community must recognize this historic fact and accept it in accordance with the right of self-determination for all peoples.

My empathy for the Ukrainians in their struggle against the dictatorial Soviet regime led me to introduce a resolution in the last Congress that proclaimed a day for mournful commemoration of the great famine in Ukraine during the year 1933, deliberately inflicted upon them by the imperialistic policy of Moscow. Moscow's purpose was to destroy the intellectual elite and large segments of the population of Ukraine and thus enhance the totalitarian Communist rule over the conquered Ukrainian Nation. This resolution, which passed the House and Senate, also issued a warning to the Soviet Union that continued subjugation of the Ukrainian Nation, as well as other non-Russian nations within the Union of Soviet Socialist Republics, constitutes a threat to world peace and normal relations among the peoples of Europe and the world at large.

Let us not forget these times in Ukrainian history, for they show the courage of a people determined not to acquiesce to the ruthlessness of a re-

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APPENDIX D

ILLINOIS STATE BOARD OF EDUCATION
POLICY STATEMENT
ON
FOREIGN LANGUAGE AND INTERNATIONAL STUDIES
(Adopted April 1980)

1. The State Board of Education advocates that Illinois schools provide the opportunity for every student to acquire foreign language skills and an appreciation of international issues and other cultures in a well articulated, interdisciplinary sequence beginning in the early elementary years. In order to preserve and build upon existing native language skills and cultural knowledge, the Board believes that local districts should encourage students who have successfully transitioned from bilingual education programs to continue studying the literature, arts, culture, and socio-economic history of their country of origin or descent. To this end, the Board reaffirms its support for the development of the Illinois Plan for Foreign Language and International Studies. The Board urges all schools to re-examine their instructional programs in foreign language and international studies, and to avail themselves of the services offered by the State Board in improving and expanding these programs.

2. To obtain any financial support needed for the Plan in excess of the normal operating budget for the agency, the State Board of Education will cooperate with the U.S. Department of Education and will pursue all appropriate federal and private funding sources. The State Board will also take the initiative in identifying and coordinating the resources available from professional associations, business, industry, civic organizations, ethnic groups, and other sectors of the community. The Board will provide technical assistance to local districts and other educational agencies seeking community resources or writing grant proposals to obtain support for foreign language and international studies.

3. The Board believes that it would be immediately beneficial for local districts to modify the content of existing courses in literature, science, social studies, and all other appropriate areas, at all grade levels, to incorporate international and cross-cultural perspectives.

   A broad outline of such areas could include:

   - developing an appreciation of world history from a global perspective;

   - stressing social studies with an international focus, developing global understanding of geography, economics, anthropology, history, governments, politics, business, and finance;

- stressing art history, music, architecture, and literatures of the world;
- stressing the importance of international trade, finance, and investment;
- stressing the importance of the metric system;
- stressing the world-wide sources for basic raw materials and their relations to the industries that produce the goods for the world's needs.

4. State Board of Education will explore the feasibility of proposing legislation to improve economic development in the state by funding international exchanges and educational programs, and by providing scholarships or other recognition to students who excel in foreign language and international studies.

To implement this policy, the State Board of Education staff will give priority to the following activities of the Plan: the continuation of the Local School Planning Seminar series; the identification, recognition, and development of model sites and consultants in foreign language and international studies; the efforts to raise public awareness of the need for such programs; the encouragement of student-oriented activities such as pen pal programs, foreign youth exchanges, and cultural or language immersion weekends; and the establishment of state and regional advisory councils to identify resource sites and personnel, to conduct visibility and advocacy activities, and to advise the State Board on needs and progress in foreign language and international studies.

The Board's staff, in conjunction with the Joint Education Committee, will consult with higher education staff on the need to expand or modify pre-service and inservice programs for teachers to respond to the need for foreign language and international studies. The staff will also give the earliest possible attention to the special problems of articulation from one level to the next in foreign language and international studies programs, staffing for these programs in schools where resources are limited, and the teaching of Arabic, Chinese, Russian, Japanese, and other modern and classical languages that are not commonly offered but that are vital to the interests of the state and the nation.